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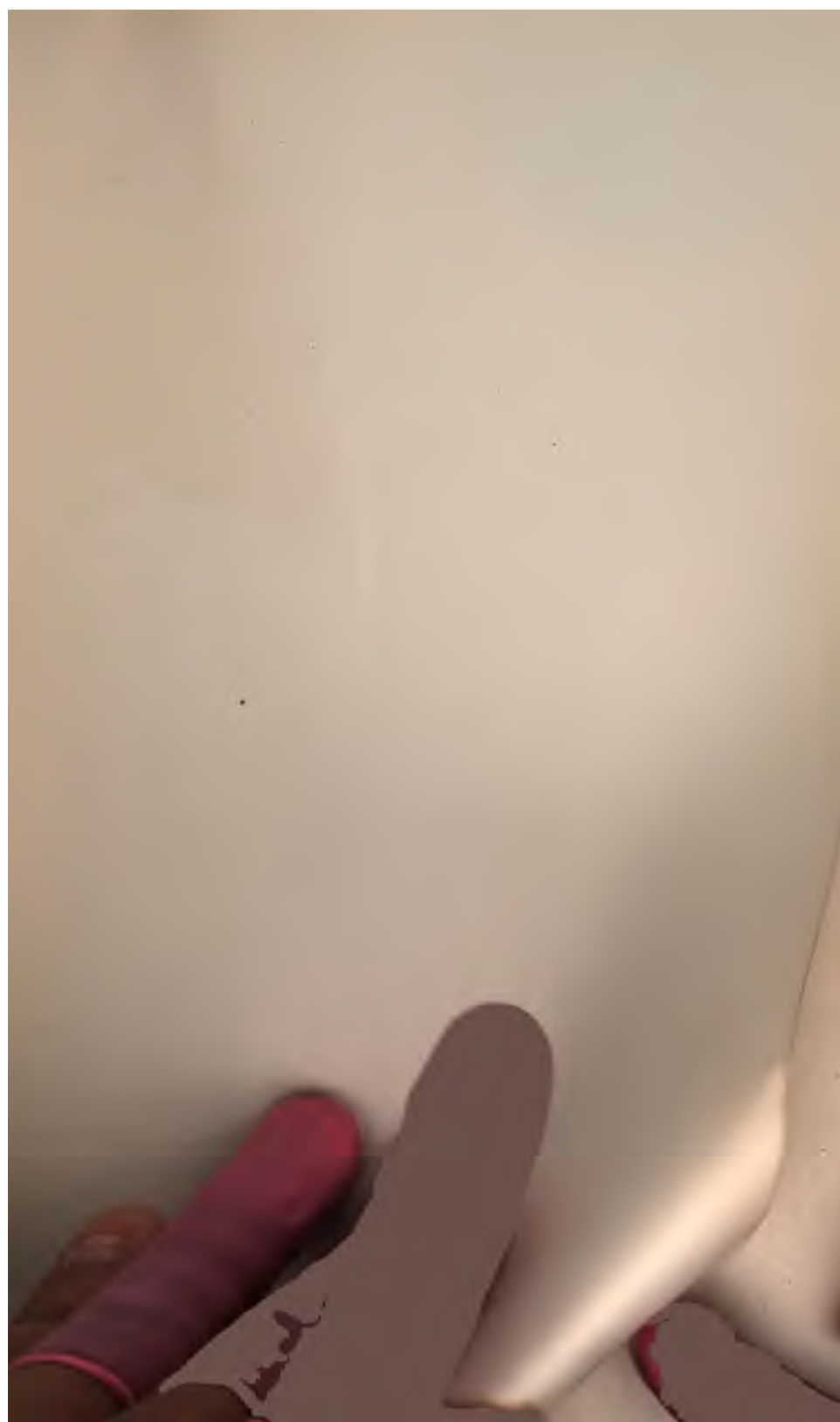
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ANNUAL REPORT  
OF THE  
STATE BOARD OF CHARITIES

FOR THE YEAR 1906

IN THREE VOLUMES

WITH STATISTICAL APPENDIX TO VOLUME ONE BOUND SEPARATELY

VOLUME ONE

WITH STATISTICAL APPENDIX BOUND SEPARATELY

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TRANSMITTED TO THE LEGISLATURE FEBRUARY 11, 1907.

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ALBANY  
J. B. LYON COMPANY, STATE PRINTERS  
1907

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# STATE OF NEW YORK

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No. 19.

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## IN SENATE

FEBRUARY 11, 1907.

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### FORTIETH ANNUAL REPORT

OF THE

### STATE BOARD OF CHARITIES

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STATE OF NEW YORK:

OFFICE OF THE STATE BOARD OF CHARITIES,

THE CAPITOL, ALBANY, FEBRUARY 11, 1907.

To the Hon. LEWIS STUYVESANT CHANLER,

*Lieutenant-Governor and President of the Senate:*

SIR.—By direction of the Board, I have the honor herewith to transmit to the Legislature the fortieth annual report of the State Board of Charities.

Yours very respectfully,

ENOCH V. STODDARD, M. D.,

*President.*

# MEMBERS AND OFFICERS OF THE STATE BOARD OF CHARITIES FOR THE YEAR 1906.

MEMBERS APPOINTED BY THE GOVERNOR, BY AND WITH THE ADVICE AND CONSENT OF THE SENATE.

DISTRICTS	Names and addresses.	Date of appointment
First Judicial..... (New York County.)	William R. Stewart, 31 Nassau street, New York City.	May 31, 1882
New York County.....	Mrs. Beekman de Peyster, 2345 Broadway, New York City.	October 4, 1890
New York County.....	Stephen Smith, M. D., Vice-President, 300 Central Park West, New York City.	*March 29, 1898
New York County.....	Michael J. Scanlan, 51 Chambers street, New York City.	May 20, 1901
Second Judicial..... (Counties of Richmond, Suffolk, Nassau, Queens and Kings.)	Augustus Floyd, Mastic, Moriches P. O., N. Y.	June 1, 1903
Kings County.....	†	
Third Judicial..... (Counties of Columbia, Sullivan, Ulster, Green, Albany, Schoharie and Rensselaer.)	Brooklyn, New York City. Simon W. Rosendale, 57 State street, Albany, N. Y.	March 8, 1899
Fourth Judicial..... (Counties of Warren, Saratoga, Washington, Essex, Franklin, St. Lawrence, Clinton, Mont- gomery, Hamilton, Fulton and Schonectady.)	† William R. Remington, Canton, N. Y.	Nov. 8, 1905
Fifth Judicial..... (Counties of Onondaga, Oneida, Oswego, Herkimer, Jefferson and Lewis.)	Dennis McCarthy, Syracuse, N. Y.	March 8, 1899
Sixth Judicial..... (Counties of Otsego, Delaware, Madison, Chenango, Broome, Tioga, Chemung, Tompkins, Cortland and Schuyler.)	Ralph W. Thomas, Hamilton, N. Y.	April 2, 1903
Seventh Judicial..... (Counties of Livingston, Wayne, Seneca, Yates, Ontario, Steuben, Monroe and Cayuga.)	Enoch Vine Stoddard, M.D. President, 62 State street, Rochester, N. Y.	January 1, 1894
Eighth Judicial..... (Counties of Erie, Chautauqua, Cattaraugus, Orleans, Niagara, Genesee, Allegany, and Wy- oming.)	William H. Gratwick 814 Fidelity Trust Bldg., Buffalo, N. Y.	April 17, 1901

## OFFICERS.

ENOCH VINE STODDARD, M. D.....	PRESIDENT
STEPHEN SMITH, M. D.....	VICE-PRESIDENT
ROBERT W. HILL.....	SECRETARY
ROBERT W. HILL.....	ACTING SUPERINTENDENT OF STATE AND ALIEN POOR
CYRUS C. LATHROP.....	ACTING SUPERINTENDENT OF INSPECTION

\*Previ-

missioner.

†Vacant.

‡Died March 8, 1907.

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# REPORT

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*To the Honorable the Legislature of the State of New York:*

In conformity with the requirements of chapters 225 and 546 of the Laws of 1896, known as the Poor Law and the State Charities Law, respectively, the State Board of Charities herewith submits its fortieth annual report to your honorable body.

## THE MEMBERSHIP OF THE BOARD.

There have been no changes in the membership of the Board during 1906, but while this report was being printed, John Notman, Commissioner of the Board from Kings County, died suddenly on January 6th, 1907. At its meeting on January 9th, 1907, the Board adopted the following:

---

## MINUTE.

The members of the State Board of Charities have learned with sincere regret of the sudden death of John Notman, Commissioner from Kings County, which occurred in the city of New York on January 6th, in the fifty-sixth year of his age.

Mr. Notman was appointed to membership in the Board by Governor Roosevelt on January 17th, 1899, for a term of eight years, which he had nearly completed. A lawyer of high standing in his profession, and accustomed to advise in weighty matters, his sound judgment, well-trained legal mind and his character, temperament and sympathy fitted him in a marked degree for service in this Board.

We especially recall, with appreciation, his public services in a time of crisis in the affairs of this Board, and of the State charitable and reformatory institutions, which aided to frustrate the attempt then made to reorganize this Board on political lines, and to abolish the boards of managers of all the State charitable and reformatory institutions.

The State Board of Charities expresses its sincere sympathy with the members of his family in their overpowering affliction, and places upon its records this tribute to the character of its late member.

*Resolved*, That this minute be spread upon the records of the State Board of Charities, and that it form part of the text of the Fortieth Annual Report of the Board to the Legislature, and that a copy thereof, signed by the President and Vice-President of the Board, and attested by the Secretary, be sent to Mrs. Notman.

---

### ATTENDANCE AT MEETINGS.

The following table, giving the names of the Commissioners of the Board, the district or county from which they were respectively appointed, together with the length of their service and the record of their attendance at Board meetings during the year 1906, is respectfully presented in accordance with a requirement of the State Charities Law:

## ATTENDANCE OF COMMISSIONERS UPON MEETINGS OF THE BOARD HELD DURING THE YEAR 1906.

A. Absent. P. Present.

COMMISSIONERS,	Years of service.	Stated meeting, Jan. 10.	Special meeting, Feb. 8.	Stated meeting, April 11.	Special meeting, June 6.	Stated meeting, July 11.	Stated meeting, Oct. 10.	Special meeting, Nov. 14.
		New York.	Albany.	New York.	New York.	New York.	New York.	Rochester.
William R. Stewart, First Judicial District.....	25	P	P	P	P	P	P	P
Annie G. de Peyster, New York, county.....	16	P	P	P	A	P	P	P
Stephen Smith, M. D., New York county.....	14	P	P	P	P	P	P	P
Michael J. Scanlan, New York county.....	5	P	P	P	P	A	P	P
Augustus Floyd, Second Judicial District.....	3	A	A	P	P	P	P	P
John Notman, Kings county.....	7	P	A	P	P	A	A	A
Simon W. Rosendale, Third Judicial District.....	7	P	A	A	P	P	P	P
William R. Remington, Fourth Judicial District.....	1	P	P	P	A	P	P	A
Dennis McCarthy, Fifth Judicial District.....	7	P	P	P	P	P	P	P
Ralph W. Thomas, Sixth Judicial District.....	3	P	P	P	P	P	A	P
Enoch V. Stoddard, M. D., Seventh Judicial District.....	13	P	P	P	P	P	A	P
William H. Gratwick, Eighth Judicial District.....	5	A	A	P	A	A	P	P
		10	8	11	9	9	9	10

The average attendance during 1906 was 9.433.

**ELECTION OF OFFICERS.**

At the Board's stated meeting of April 11, 1906, the annual election of officers was held in accordance with the by-laws. President Enoch Vine Stoddard of Rochester, and Vice-President Stephen Smith of New York, were unanimously reëlected for the ensuing year.

**STANDING COMMITTEES OF THE BOARD.**

On Publication:

The President, Commissioners Stewart, Smith and Scanlan.

On Finance:

The President, Commissioners Rosendale and Scanlan.

On Inspection:

Commissioners Smith, Scanlan and Gratwick.

On State and Alien Poor:

Commissioners McCarthy, Stewart, Gratwick and Floyd.

On Reformatories:

Commissioners Stewart, Smith and de Peyster.

On Idiots and the Feeble-Minded:

Commissioners McCarthy, Rosendale and Smith.

On Soldiers and Sailors' Homes:

Commissioners Rosendale, Gratwick and Thomas.

On Craig Colony:

Commissioners Smith, McCarthy and Rosendale.

On The Thomas Indian School:

Commissioners Gratwick and Floyd.

On the Blind:

Commissioners Gratwick, Smith and Floyd.

On the Deaf:

Commissioners Thomas, Remington and Scanlan.

On Almshouses:

Commissioners Rosendale, Remington and Thomas.

On Orphan Asylums:

Commissioners Notman, McCarthy and de Peyster.

On Hospitals:

Commissioners Smith, Notman and McCarthy.

On Legislation:

Commissioners Notman, Scanlan and Stewart.

**On the Construction of Buildings:**

Commissioners Smith, Stewart and McCarthy.

**On Placing Out of Children:**

Commissioners Scanlan, Gratwick, Floyd and Thomas.

**On Dispensaries:**

Commissioners Smith, Rosendale and Gratwick.

**On Sanatoria for Consumptives:**

Commissioners Smith, Stewart and Rosendale.

**On Legal Questions:**

Commissioners Notman and Scanlan.

**On State Hospital for Crippled and Deformed Children:**

Commissioners de Peyster, Smith and Floyd.

**On Education:**

Commissioners Thomas, Smith and Rosendale.

**On Juvenile Courts and the Probation System:**

Commissioners McCarthy, Gratwick, Scanlan and Floyd.

**Eastern Inspection District:**

Commissioner Stewart, Chairman; Smith, de Peyster, Scanlan, Floyd, Notman, Rosendale and Remington.

**Western Inspection District:**

Commissioner Stoddard, Chairman; McCarthy, Thomas and Gratwick.

**APPROPRIATIONS TO THE BOARD BY THE LEGISLATURE OF 1906.**

**APPROPRIATION BILL.**

The appropriation bill, chapter 683 of the Laws of 1906, made the following appropriations for carrying on the Board's work:

For the salary of the secretary, \$3,500.

For compensation of twelve commissioners, as provided by chapter five hundred forty-six, laws of eighteen hundred ninety-six, \$2,000, or so much thereof as may be necessary.

**For the salaries:**

of the superintendent of inspection, \$2,500;

of the several employees, according to grades, as follows:

eighth grade, one employee, \$1,800;

sixth grade, three employees, \$1,200 each, \$3,600;

fourth grade, three employees, \$720 each, \$2,160;

third grade, one employee, \$600.



For temporary help, \$300, or so much thereof as may be necessary.

For traveling expenses of the commissioners and secretary while engaged in the discharge of their official duties, \$2,000, or so much thereof as may be necessary.

For traveling expenses of the employees of the department while engaged in their official duties, \$2,500, or so much thereof as may be necessary.

For rent, printing and other expenses of the office, \$6,000, or so much thereof as may be necessary.

For postage, and expense of transportation of all letters, official documents or other matter sent by express or freight, including boxes or covering for same, \$1,500, or so much thereof as may be necessary.

#### **New York Office.**

For the salaries:

- of the superintendent, \$1,500;
- inspector, \$1,400;
- inspector, \$1,200;
- two inspectors, \$900 each, \$1,800;
- fourth grade, one employee, \$720.

#### **Rochester Office.**

For the salaries:

- of the inspector, \$1,200;
- third grade, one employee, \$600.

#### **State and Alien Poor.**

For the salaries:

- of the superintendent, \$3,000;
- deputy superintendent in New York City, \$1,500;
- special inspector of charitable institutions, \$2,000;
- inspector, \$1,500;
- two assistant inspectors, \$1,200 each, \$2,400;
- transfer agent Kings County Almshouse, \$1,000;
- transfer agent, Erie County Almshouse, \$1,000;
- fourth grade, two employees, \$720 each, \$1,440;
- second grade, one employee, \$400.

For traveling expenses of superintendent and inspectors, \$4,000.

For incidental office expenses, \$800.

For maintenance, transportation and removal of State, non-resident and alien poor, \$10,000, or so much thereof as may be necessary.

### SUPPLY BILL.

The supply-bill, chapter 686 of the laws of 1906, appropriated for compensation of commissioners, \$1,000.

For temporary help, \$300.

### APPROPRIATIONS REQUIRED FROM THE LEGISLATURE OF 1907.

For the salary of the secretary, \$5,000.

For compensation of twelve commissioners, as provided by chapter five hundred forty-six, laws of eighteen hundred ninety-six, \$2,500, or so much thereof as may be necessary.

For the salaries:

of the superintendent of inspection, \$2,500;

of the several employees, according to grades, as follows:

ninth grade, one employee, \$2,000;

sixth grade, three employees, \$1,200 each, \$3,600;

fourth grade, four employees, \$720 each, \$2,880.

For temporary help, \$600, or so much thereof as may be necessary.

For traveling expenses of the commissioners and secretary while engaged in the discharge of their official duties, \$3,000, or so much thereof as may be necessary.

For traveling expenses of the employees of the department while engaged in their official duties, \$2,500, or so much thereof as may be necessary.

For rent, printing and other expenses of the office, \$7,000, or so much thereof as may be necessary.

For postage and expense of transportation of all letters, official documents or other matter sent by express or freight, including boxes or covering for same, \$1,500, or so much thereof as may be necessary.

**New York Office.**

For the salaries:

- of the superintendent, \$1,500;
- inspector, \$1,500;
- inspector, \$1,400;
- three inspectors, \$1,200 each, \$3,600;
- fifth grade, one employee, \$840.

**Rochester Office.**

For the salaries:

- of the inspector, \$1,200;
- fourth grade, one employee, \$720.

**State and Alien Poor.**

For the salaries:

- of the superintendent, \$3,000;
- deputy in New York City, \$1,500;
- special inspector of charitable institutions, \$2,000;
- inspector, \$1,500;
- four assistant inspectors, \$1,200 each, \$4,800;
- transfer agent, Kings County Almshouse, \$1,200;
- transfer agent, Erie County Almshouse, \$1,200;
- fifth grade, one employee, \$900; fourth grade, one employee, \$720, third grade, one employee, \$600.

For traveling expenses of superintendent and inspectors, \$4,000.

For incidental office expenses, \$800.

For incidental expenses of the New York City office, \$600.

For maintenance, transportation and removal of State, nonresident and alien poor, \$25,000, or so much thereof as may be necessary.

**INSPECTION OF EDUCATIONAL WORK OF INSTITUTIONS.**

The State Board of Charities has reported for several successive years the existence of unsatisfactory conditions in the educational work of the charitable institutions subject to its inspection, and has asked the Legislature for the means necessary to improve such conditions. There are over 30,000 dependent and delinquent **children** in these charitable institutions, whose education is **subject to practically no independent supervision.** What this means

will readily be understood by those who are at all familiar with the general problems of education. Many of these children are mentally below the normal. They require even more than do ordinary children living in their own homes, the benefits of education and training to fit them for self support. In order to ascertain the actual conditions existing in these institutions, the services of a qualified educational inspector are necessary. Such services cannot be had, however, until the Legislature makes an appropriation for that specific purpose. These institutions are, for the most part, private corporations in receipt of public moneys, and consequently subject to the Board's rules as provided in section 14 of Article VIII of the revised Constitution. By subdivision 7 of section 9 of the State Charities Law, chapter 546 of the Laws of 1896, the Board is required to "Aid in securing the establishment and maintenance of such industrial, educational and moral training in institutions having the care of children as is best suited to the needs of the inmates." By subdivision 6 of section 11 of the same act it is made the duty of the Board to ascertain with relation to each institution, "its methods of industrial, educational and moral training, if any, and whether the same are best adapted to the needs of its inmates." It will thus be seen that there is an important duty placed by law upon the Board which it is not in a position to perform. In many cases the institutions are anxious to improve their educational work, but the means which should be provided either through private contributions or enlarged public support are lacking. But the first thing is to know and to recognize the specific needs of the institutions, and to accomplish this purpose the Board renews its application to the Legislature for the means necessary to employ a qualified inspector of education. It is believed that the sum of \$2,500 will be sufficient to pay the annual salary and expenses of such employee.

#### VISITATION OF PLACED-OUT CHILDREN.

Chapter 264 of the Laws of 1898, devolved upon the State Board of Charities the visitation of dependent children placed in family homes in this State by Poor Law officers and others. Section 5 of that Act provides in part as follows:

"§ 5. The state board of charities, through any member, officer or duly authorized inspector of such board, is hereby authorized

**New York Office.**

For the salaries:

- of the superintendent, \$1,500;
- inspector, \$1,500;
- inspector, \$1,400;
- three inspectors, \$1,200 each, \$3,600;
- fifth grade, one employee, \$840.

**Rochester Office.**

For the salaries:

- of the inspector, \$1,200;
- fourth grade, one employee, \$720.

**State and Alien Poor.**

For the salaries:

- of the superintendent, \$3,000;
- deputy in New York City, \$1,500;
- special inspector of charitable institutions, \$2,000;
- inspector, \$1,500;
- four assistant inspectors, \$1,200 each, \$4,800;
- transfer agent, Kings County Almshouse, \$1,200;
- transfer agent, Erie County Almshouse, \$1,200;
- fifth grade, one employee, \$900; fourth grade, one employee, \$720, third grade, one employee, \$600.

For traveling expenses of superintendent and inspectors, \$4,000.

For incidental office expenses, \$800.

For incidental expenses of the New York City office, \$600.

For maintenance, transportation and removal of State, nonresident and alien poor, \$25,000, or so much thereof as may be necessary.

**INSPECTION OF EDUCATIONAL WORK OF INSTITUTIONS.**

The State Board of Charities has reported for several successive years the existence of unsatisfactory conditions in the educational work of the charitable institutions subject to its inspection, and has asked the Legislature for the means necessary to improve such conditions. There are over 30,000 dependent and delinquent children in these charitable institutions, whose education is subject to practically no independent supervision. What this means

[illegible]

1. The state of New York has no law authorizing the use of a fully authorized inspector of such kind to take into custody

to visit in its discretion, any child under the age of sixteen years, not legally adopted, placed out by any person or corporation mentioned in the second section of this act, or by any person licensed by said board to place out destitute children."

The Board has assigned one of its inspectors to this work, but desires to be able to visit, at least once, all the children who are thus placed out in the State, and to investigate carefully in addition all cases in which specific complaint is made. The result should be to insure better placing-out, and prevent the continuance of serious evils and abuses. To accomplish this specific purpose will require the services of two additional inspectors. The Poor Law officers of the State annually place out between three and four hundred children, while over five hundred other children were placed out last year in this State by charitable institutions and societies, and it is impossible for one inspector to make the necessary visitations.

#### THE CHARITABLE LEGISLATION OF 1906.

During the legislative session of 1906 considerable time was given to charitable legislation. Among the bills which became laws was Assembly Bill No. 1462, introduced by Mr. Mead, now chapter 225 of the Laws of 1906. This chapter amends the State Charities Law relative to commitments to the New York State Training School for Girls. By this amendment, subdivision 3 of section 135 of Chapter 546 of the Laws of 1896, as added by Chapter 453 of the Laws of 1904, provides as follows:

"3. The magistrate committing a female, pursuant to this section, shall immediately notify the superintendent of the institution to which the commitment is made of the conviction of such female, and shall cause a record to be kept of the name, age, birthplace, occupation, previous commitments, if any, and for what offenses; the last place of residence of such female, and the particulars of the offense for which she is committed. The magistrate shall also execute a warrant of commitment, which shall recite the facts upon which it is based, and the name, age, birthplace, occupation, previous commitments, if any, and for what offenses, and the last place of residence of such female. This warrant of commitment shall be delivered to a person authorized by law to accompany such female to the institution, and shall be delivered by such person to the superintendent of such institution,

who shall cause the facts stated therein, and such other facts as may be directed by the board of managers, to be entered in a book of record. This warrant of commitment shall constitute the only paper requisite to a commitment to this institution."

Chapter 236 of the Laws of 1906 (Assembly bill No. 1718, introduced by Mr. Lansing), provides for the abolition of the offices of the auditing superintendents of the poor of Rensselaer, at the expiration of their respective terms, and the transfer of their powers and duties to the acting superintendent. It further provides that after the first day of January, 1908, all bills contracted by the superintendent of the poor in the discharge of his official duties shall be audited by the board of supervisors.

Senate bill No. 1196, introduced by Mr. Cassidy, which became Chapter 684 of the Laws of 1906, provides for a State Board of Managers of Reformatories, to consist of seven members appointed by the Governor, by and with the advice and consent of the Senate. The full term of each manager hereafter appointed is fixed at seven years. The five managers of the Reformatory at Elmira who were in office when the act took effect, were continued in office as members of the State Board until the expiration of their terms unless sooner removed for cause. Besides these, the act provided that two additional managers should be appointed by the Governor within thirty days after its passage. It further provided that on September 30, 1906, the superintendence, control and management of the Eastern New York Reformatory at Napanoch, should be transferred to the State Board of Managers of Reformatories, which, under this act, is also vested with the management and control of the reformatory at Elmira. By this law the State Board of Managers of Reformatories is vested with the same authority, management and control of both of the said reformatories, their officers and inmates, as the managers of the reformatory at Elmira formerly possessed over that institution. They may, in their discretion, transfer prisoners committed to their custody from either of such reformatories to the other, and make rules and regulations governing such transfers. The new Board is also given power to appoint the necessary officers of the two reformatories, and defines the duties of the superintendent of reformatories, who is to have general oversight of both institutions, and the assistant superintendents, one for each of said institutions, who are authorized to exercise in the institution to which they are appointed, the powers and



duties of the superintendent in case of the absence or inability of the latter to perform such duties.

Senate bill No. 1292, introduced by Mr. Allds, became Chapter 451 of the Laws of 1906, with the approval of the Governor, and amended the organic law establishing the New York State Woman's Relief Corps Home at Oxford. Section 2, as amended, provides that hereafter a majority of the board of managers shall be appointed from the members of the Grand Army of the Republic of the Department of New York and the Woman's Relief Corps, auxiliary to the Grand Army of the Republic, Department of New York. Section 5 as amended, omits matter in relation to the selection of a site for the home. Section 6 as amended, and sections 9 and 10, new sections added by this act are as follows:

§ 6. **Report to legislature.**—Said board of managers shall annually on or before January fifteenth, make to the legislature a detailed report of its proceedings for the preceding fiscal year, together with a complete statement of its receipts and expenditures, the condition of the institution, and full estimates of the appropriation required for its maintenance including therein ordinary repairs. It shall also include in its report a statement of any special appropriations required and the reasons therefor.

§ 9. **Powers of the board of managers.**—The board of managers shall have charge of all of the affairs of the institution, with power to make all necessary by-laws, rules, and regulations, for its government and proper management, and for the admission and discharge of inmates. It shall have power to select a treasurer, to appoint and remove a superintendent of the institution, who shall be its chief executive officer. It shall also have power to appoint such other subordinate officers as may be necessary, and for just cause remove any or all of them from office. Under proper rules and regulations and in accordance with the provisions of the civil service law they may delegate the power to hire and discharge subordinate employees to the superintendent.

§ 10. **Record.**—The board of managers shall keep in a book provided for that purpose and kept in the institution, a fair and full record of the doings of the board, which shall be open at all times to the inspection of its members and such other persons and officers of the state as are by law vested with the powers of visitation and inspection, or appointed by the governor, the legislature, or other competent authority to make an inspection or investigation of the institution.

Senate bill No. 2417, introduced by Mr. Raines, which subsequently became Chapter 617 of the Laws of 1906, amended Chapter 718 of the Laws of 1904, as amended by Chapter 133 of the Laws of 1905, entitled "An act authorizing the selection of lands as a site for the New York State training school for boys, and establishing the said school." It extended to 1907 the time in which the Commission is to report to the Legislature, and provides that the Commission shall enter into negotiations with the Commissioners of the Sinking Fund in the city of New York for the purpose of agreeing upon terms in consideration of which the Society for the Reformation of Juvenile Delinquents in the city of New York shall, within eight years, abandon the lands and buildings on Randall's Island, now occupied by said society, and permit the same to revert to the city of New York, in return for which the city shall convey to the State the lands in Flatbush, New York City, now used for State hospital purposes.

Through Assembly Bill No. 1282, introduced by Mr. Cox, now Chapter 376 of the Laws of 1906, an amendment was made to section 13 of Chapter 416 of the Laws of 1900, entitled "An act to establish a state hospital in some suitable location in the Adirondacks for the treatment of incipient pulmonary tuberculosis; and making an appropriation therefor," as amended by Chapter 108 of the Laws of 1902. This provides that the actual cost of articles of clothing furnished by the hospital to poor and indigent persons shall be a county, city or town charge, as the case may be. Section 15 of the same chapter was amended to read as follows:

§ 15. **Support of free patients.**—At least once in each month the superintendent of the hospital shall furnish to the comptroller and to the local authorities of each county, city or town, as the case may be, having charge of the relief of the poor, a list of all the free patients in the hospital that are accredited each respective county, city or town, and who are shown by the statement of such local authorities to be unable to pay for their care, treatment and maintenance, under the provision of section thirteen of this chapter. And shall accompany each such list with a bill of charges for care, treatment and maintenance at a rate not exceeding five dollars per week for each such free patient, together with items of expense of transportation, fee of the examining physician and the actual cost of articles of clothing furnished by the hospital to each such free patient. The superintendent of the hospital shall thereupon collect from the said local authorities of the counties, cities

and town such sums as may be due therefrom, and pay the same over to the state treasurer.

Chapter 685 of the Laws of 1906 (Assembly bill No. 1707, introduced by Mr. Cunningham), amends section 50 of article 3 of Chapter 546 of the Laws of 1896, known as the State Charities Law, as amended by chapter 252 of the Laws of 1902, and chapter 473 of the Laws of 1903, relating to the visitations and reports by managers or trustees of State institutions, taking the name of the Elmira Reformatory from the list of institutions required to file monthly reports with the State Board of Charities, and providing that

“The state board of managers of reformatories shall meet monthly at some one of the institutions under its management, and shall at least monthly visit and inspect each such institution either by a majority of said board or a committee of its members, and shall make a like report to the governor, the state commission of prisons, and the fiscal supervisor.”

Senate bill No. 578, introduced by Mr. Armstrong, which became chapter 317 of the Laws of 1906, amends section 265 of chapter 14 of the Laws of 1880, as amended by chapter 543 of the Laws of 1905, providing for the maintenance of a separate children's court in the city of Rochester. In place of the words “Whenever the board of estimate and apportionment of the city of Rochester shall so determine, there shall be a judge of the children's court of said city to be appointed by the mayor to serve during the term and to receive the salary fixed by the board of estimate and apportionment,” to substitute the following: “Whenever the board of estimate and apportionment of the city of Rochester shall so determine, there shall be an additional police justice of said city, to be known as judge of the children's court, whose term of office shall be six years, and who shall receive an annual salary to be fixed by the board of estimate and apportionment at not less than twenty-five hundred dollars per annum. Immediately after such determination by the board of estimate and apportionment, the mayor shall appoint a judge of the children's court to serve until the first day of January following the next city election, at which election a judge of the children's court shall be elected.”

Chapter 426 of the Laws of 1906, which was introduced in the Assembly by Mr. Cunningham, and numbered 1552, is “An act to amend the county law, in relation to women prisoners and

their children in county jails and penitentiaries." This act amends section 92 of chapter 686 of the Laws of 1892, by adding the following provisions to that section:

"If a woman committed to any county jail or penitentiary is then the mother of a nursing child in her care, under one year of age, or if a child be born to such woman after her said commitment, such child may accompany its mother to and remain in such institution until it is two years of age or until the mother's discharge from custody before the child reaches that age. The sheriff, superintendent or other officer in charge of any county jail or penitentiary shall cause such child, when it attains the age of two years while its mother is still in custody, or at the expiration of the extension of such time hereinafter mentioned, to be placed in an asylum for children in this state, or may commit such child to the care and custody of some relative or proper person willing to assume such care; provided, however, that the said child shall continue to remain with its said mother in such jail or penitentiary after it becomes two years of age for such a period as the physician employed to treat and visit prisoners in said jail or penitentiary certifies in writing to be necessary or advisable. If such woman at the time of such commitment shall be the mother of, and have in her exclusive care, a child more than one year of age which might otherwise be left without care or guardianship, the justice or magistrate committing such woman shall cause such child to be committed to such asylum as may be provided for such purposes or to the care and custody of some relative or proper person willing to assume such care."

Chapter 318 of the Laws of 1906 (Assembly bill No. 585, introduced by Mr. Volk), amends subdivision 13 of section 12 of chapter 686 of the Laws of 1892, known as the County Law, by providing that the boards of supervisors of the several counties, shall, among other things have power "to select such name as they may deem proper and appropriate for the almshouse of such county, and thereafter to designate such almshouse by the name so selected."

Chapter 671 of the Laws of 1906 (Senate bill No. 345, introduced by Mr. Stevens), provided for the appointment by the Governor of a commission of three persons with power to take an exact census of the blind of the State, stating the age at which blindness occurred, its cause, if obtainable, and the capacity of adults to receive manual training, and to consider the expediency

of the establishment by the State of industrial training schools or other institutions for the adult blind, and further to inquire into the means and methods whereby the condition of the blind may be ameliorated, and report their conclusions to the Legislature on or before February 1, 1907.

Among the bills of interest introduced into the last Legislature, but which failed to receive its approval, was Senate bill No. 765, introduced by Mr. Page. It was also introduced into the Assembly by Mr. Cox. This bill embodied the recommendations of the Probation Commission appointed by the Governor pursuant to the resolution of the Legislature of 1905, to inquire into the Juvenile Courts and the Probation system of this State. The bill was objected to mainly on the ground that it was too radical, and near the end of the legislative session, was greatly modified in form, but failed of passage.

Senate bill No. 344, introduced by Mr. Stevens, which also failed to pass, was an act to amend the Penal Code by adding a new section prohibiting the marriage of insane, epileptic, imbecile or feeble-minded persons.

Section 3 of chapter 546 of the Laws of 1896, as amended by chapter 437 of the Laws of 1897, provides for the appointment of twelve commissioners to compose the State Board of Charities, one from each judicial district, and one additional from the county of Kings, and three additional from the county of New York. Chapter 294 of the Laws of 1906, established the Ninth Judicial District by dividing the former Second Judicial District. To be consistent, therefore, section 3 of the State Charities Law requires amendment.

### **SPECIAL INVESTIGATIONS.**

#### **CENTRAL NEW YORK INSTITUTION FOR DEAF-MUTES, ROME.**

The State Board of Charities, on June 5, 1906, received a complaint from six of the women teachers connected with the Central New York Institution for Deaf-Mutes, which stated that practices of a most shocking and immoral nature prevailed in the institution, and a special committee was appointed by the Board to investigate the complaint. The committee at once visited the institution, examined under oath the teachers who had brought the

matter to the Board's attention, several other employees, the principal of the school, the trustees and a number of the pupils. On June 11th at a special meeting of the Board the report of the special committee was considered. It had found that the complaint of immoral conduct on the part of one of the male teachers of the institution had been substantiated, and recommended that the matter be laid forthwith before the Attorney-General to the end that criminal proceedings, if he so advised, might be taken against the instructor in question, and other necessary measures as to the administration of the institution might be instituted to safeguard the interests and morals of the pupils. The recommendation was adopted by this Board, which sent at once a copy of the report of the special committee, together with the testimony taken by it, to the Attorney-General and also to the Governor of the State for his information. The Attorney-General placed the matter in the hands of the District Attorney of Oneida county, who made a special inquiry, but no indictments were found by the grand jury. However, the Board of Trustees, upon the recommendation of the State Board of Charities, reorganized the school. The six women instructors who rendered the State a signal service by making a complaint as soon as they had become aware of the immoral practices, made possible by the neglect of those in direct control of the institution, refused to continue in the school. All the other teachers and employees were dismissed. Acting upon the further suggestions of the State Board of Charities, the board of trustees reorganized itself. A number of the members resigned. New trustees were elected, and for the first time in many years the Board has a full membership. It has adopted rules for the management of the institution; appointed committees to supervise its administration; holds regular monthly meetings at the school, and keeps in close touch with the school and its affairs.

During the progress of the investigation the State Board of Charities became convinced that the interests of the deaf-mutes of the State require a special school for the education and training of such deaf-mute children as are not suitable for the classes in the existing schools. This need has been presented to the Legislature in previous annual reports, but the present time seems to afford a favorable opportunity for the establishment of such a school. Its need is apparent to all who are familiar with the education of the deaf. If the State must erect buildings and pay off mortgages and other debts as well as provide an annual appropriation for the

maintenance of the existing schools, there is no reason why it should not have full control and management.

The State Board of Charities, therefore, recommends the enactment of necessary legislation whereby the Central New York Institution for Deaf-Mutes can be transformed into a State school for such pupils as may be found unfitted for instruction in the other schools for deaf-mutes supported in whole or in part by the State.

### RENSSELAER COUNTY ALMSHOUSE.

An investigation into the affairs and management of the Rensselaer County Almshouse was instituted by this Board in consequence of reports of the abuse of inmates by officers and employees. The Commissioner of the Board for the Third Judicial District, Hon. S. W. Rosendale, made a personal visitation and inquiry, and on his report the Board ordered an investigation. The evidence taken was referred on February 8, 1906, to the Attorney-General with the request that he immediately take such further steps as the conditions in the institution required. The Attorney-General, through one of his deputies and the District Attorney of Rensselaer county, made a special inquiry at the institution, taking the statements of several witnesses in addition to those previously examined by the officers of this Board. He reported that the evidence disclosed a shocking situation, which, however, had been to some extent remedied by the discharge of those accused of the abuse of inmates. The matter was taken to the grand jury, but no indictments followed. Subsequently a new law devolved full responsibility upon one Superintendent of the Poor for the management of the institution, and abolished the office of auditing superintendent. Whereupon the administrative staff of the Rensselaer County Almshouse was to some extent reorganized; since which conditions have greatly improved in the institution.

### THE CUSTODIAL CARE OF THE DEMENTED EPILEPTICS AND FEEBLE-MINDED.

At the meeting of the Board, held November 11, 1906, it was directed that the Committee on the Feeble-Minded and the Committee on Craig Colony for Epileptics, act as a joint committee in

conference with the managers and superintendents of "The Craig Colony for Epileptics," "The Syracuse State School for Feeble-Minded Children," "The State Custodial Asylum for Feeble-Minded Women, at Newark," and "The Rome State Custodial Asylum," in relation to the present conditions of the institutions under their charge and to consider measures which are necessary to more fully carry out the policy of the State in the care of this class of its wards.

The Joint Committee thereupon sent a circular letter to the managers and superintendents of the institutions named, asking suggestions as to what further measure or measures are necessary for the care of the epileptics, idiotic and feeble-minded now under State care, as well as for those who are cared for at the expense of the counties and cities, in almshouses and other institutions.

The replies to this request for suggestions showed that the several institutions named are greatly embarrassed in their special work by a large and ever-increasing number of inmates so demented as to be no longer capable of improvement, and to require, in the future, only custodial care. If these institutions are enlarged to accommodate applicants for admission, there will still remain a large number for whom separate provision should be made.

The conference of the managers and superintendents, called by the Joint Committee, met at the office of this Board on December 13 last.

It was shown at this conference that the State School for Feeble-Minded Children has been to a considerable extent diverted from its original purpose. It was organized as an institution for the education and training of feeble-minded children; it now devotes at least two-fifths of its capacity to the maintenance of feeble-minded men and women, thus depriving at least 200 feeble-minded children of the opportunity for training which the State intended for them.

It was also brought to the attention of the conference that Craig Colony is gradually filling up with a class of absolutely incurable and helpless epileptics who cannot be benefited by the open colony treatment; that at the present time there are 450 epileptics who belong to the strictly custodial class of inmates, whose presence in the dormitories prevents the reception of an equal number of epileptics who might be very much benefited by treatment at the Colony. Owing to the progress of the disease



the number of idiotic, senile and insane epileptics must continue to increase. The interests of the other patients in the Colony would be promoted if these patients were removed and cared for in a custodial asylum at a distance from the present Colony.

A similar condition of affairs is gradually developing in the Newark Asylum for Feeble-Minded Women, where, after the child-bearing period, many women must be maintained owing to the fact that there is no other place except the almshouse where they can be kept.

After consideration of the various phases of the problem, the superintendents and managers present adopted unanimously a resolution recommending the establishment of a new custodial asylum, to which may be sent all inmates of the four existing institutions intended for epileptics and the feeble-minded, who are no longer proper subjects for treatment and maintenance therein.

The Joint Committee reported the action taken at this conference to the State Board of Charities, and this Board adopted a resolution prepared by its committee requesting the Legislature to take immediate steps for the establishment of a new custodial asylum — preferably in the eastern part of the State — for the reception, maintenance and humane care of all idiotic, epileptic and feeble-minded dependents who are unsuitable for maintenance and treatment in the established charitable institutions and recommending that in this new asylum provision be made for the classification of the inmates in separated groups of buildings according to sex and infirmity.

The State Board of Charities most earnestly advises that the establishment of the proposed new State custodial asylum be accomplished as early as possible, and that a commission be appointed for the selection of a site and other work preliminary to the erection of buildings.

#### EXTENSION OF CIVIL SERVICE RULES TO COUNTY ALMSHOUSES.

The State Civil Service Commission has, with the Governor's approval as required by law, extended the rules of the county service to include the counties of Albany, Monroe, Onondaga and Westchester, this change taking effect November 1, 1905. Prior to this the rules had been made applicable to the counties of Erie, Kings, New York, Queens and Richmond. Among the institutions affected by this extension of the civil service rules are the

almshouses and related institutions of the counties named and it is hoped that the result may be to improve the public service in such institutions.

The Board regards it as unfortunate that the State Civil Service Commission considered it necessary or desirable that the deputies of the county superintendents of the poor together with the keepers and the matrons of almshouses in the counties named should be placed on the exempt list, and also that the wages paid are in some instances so small as to have made it seem necessary to place many of the minor positions in the noncompetitive class. One of the principal reasons why the service in the almshouses has not improved more rapidly is to be found in the frequent changes, mainly for petty political reasons, of keeper and of matron in the almshouses, and it was hoped that the extension of the rules so as to include the larger counties would assist in putting an end to these undesirable changes in a service devoted to the care of the poor. Now, however, that this beginning has been made, it is desirable that the rules of the civil service be extended to cover every almshouse in the State of New York.

#### MANAGERS OF STATE CHARITABLE INSTITUTIONS.

Section 50 of chapter 546 of the Laws of 1896, as amended by chapter 252 of the Laws of 1902, chapter 473, Laws of 1903, and chapter 685 of the Laws of 1906, requires that "the board of managers or trustees of each of the state charitable institutions, and of the New York state school for the blind, in addition to their other duties now required by law, shall, by a majority of its members, visit and inspect the institution for which it is appointed at least monthly, and shall make a written report to the governor, the state board of charities and the fiscal supervisor within ten days after each visitation, to be signed by each member making such visitation. Such reports shall state in detail the condition of the institution visited and of its inmates, and such other matters pertaining to the management and affairs thereof as in the opinion of the board should be brought to the attention of the governor, the state board of charities or the fiscal supervisor of State charities, and may contain recommendations as to needed improvements in the institution or its management."

\* \* \* \* \*

Some of the Boards of Managers of the State charitable institutions have neglected to comply with the terms of this section. Either the monthly meetings have not been held, or, if held, have been attended by less than a majority of the managers. In consequence, the consideration of important business has been postponed from month to month and the institution left, practically, in the control of the superintendent without that care, supervision and counsel which the Board of Managers is required to give. In some instances, managers of a State charitable institution have visited it only once or twice in the course of a year. The State Board of Charities is of the opinion that no person should be continued as a manager or trustee of a State charitable institution unless willing to comply with the law requiring monthly visitations, and for this reason it recommends that section 50 of the State Charities Law be amended so as to provide for the retirement of managers or trustees of State charitable institutions who fail to comply with its provisions.

NUMBER AND CLASSIFICATION OF BENEFICIARIES  
IN INSTITUTIONS SUBJECT TO THE VISITATION  
AND INSPECTION OF THE BOARD OCTOBER 1, 1906:

Aged and friendless persons.....	2,981
Almshouse institution inmates (exclusive of those classified below).....	12,371
Blind in almshouses.....	387
Blind in other institutions.....	360
Deaf in almshouses.....	99
Deaf in other institutions.....	1,661
Dependent children (exclusive of those committed for delinquency, included with juvenile offenders).....	28,355
Indian children at The Thomas Indian School.....	158
	<hr/>
	28,513
Disabled soldiers and sailors.....	2,292
Epileptics in almshouses.....	299
Epileptics in Craig Colony for Epileptics.....	1,053
Hospital patients.....	9,267
Idiotic and feeble-minded in almshouses.....	1,598
Idiotic and feeble-minded in State institutions.....	1,886
Juvenile offenders.....	3,966
Reformatory inmates (women and girls).....	2,317
	<hr/>
Total.....	69,050
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## INDOOR SUPPORT.

Table showing the number of persons in institutions receiving public money, subject to the visitation and inspection of the State Board of Charities, at the close of the five fiscal years from 1902 to 1906, inclusive, with the increase or decrease of the number in each class September 30, 1906, compared with that of September 30, 1902.

INSTITUTIONS.	1902.		1903.		1904.		1905.		1906.		Increase of number in institutions Sept. 30, 1906, over Sept. 30, 1902.	Decrease of number in institutions Sept. 30, 1906, from Sept. 30, 1902.
	Number of insti- tutions included.	Number in insti- tutions Sept. 30.	Number of insti- tutions included.	Number in insti- tutions Sept. 30.	Number of insti- tutions included.	Number in insti- tutions Sept. 30.	Number of insti- tutions included.	Number in insti- tutions Sept. 30.	Number of insti- tutions included.	Number in insti- tutions Sept. 30.		
State Institutions.....	14	7,137	14	7,339	15	7,311	15	7,334	15	7,753	616	.....
County Almshouses.....	54	5,552	54	5,564	54	5,588	54	5,603	55	5,628	76	.....
City and Town Almshouse Institutions.....	20	7,594	22	8,059	23	8,573	22	8,821	25	9,126	1,532	.....
Homes for the Aged.....	26	1,165	26	1,256	26	1,327	27	1,328	27	1,369	204	.....
Homes for the Blind.....	2	41	2	47	2	48	2	52	3	74	33	.....
Homes for Children.....	121	27,386	119	27,800	119	30,170	119	30,247	117	30,618	3,233	.....
Homes for Discharged Prisoners.....	2	53	2	34	2	67	2	31	2	67	14	.....
Homes for the Feeble-Minded*.....	9	559	9	418	9	589	9	583	9	555	.....	4
Homes, Temporary, for Men and Boys.....	6	92	8	123	8	166	8	230	8	225	133	.....
Homes, Temporary, for Women and Children.....	14	687	15	632	15	688	15	658	13	615	.....	72
Homes, Temporary, for Women and Girls.....	115	6,029	119	6,132	129	6,845	137	7,337	137	7,888	1,859	.....
Hospitals.....	3	629	3	672	3	752	4	831	3	859	230	.....
Hospitals and Homes for Consumptives.....	1	184	1	165	3	205	1	208	1	219	35	.....
Hospitals and Homes for Epileptics.....	3	88	3	103	3	114	3	109	3	135	47	.....
Hospitals and Homes for Incurables.....	3	426	4	471	4	525	4	500	4	544	118	.....
Reformatories for Children.....	12	1,452	12	1,427	12	1,541	12	1,573	12	1,570	118	.....
Reformatories for Women and Girls.....	1	161	1	152	1	162	1	145	1	156	.....	5
Schools for the Blind.....	10	1,574	10	1,553	10	1,623	10	1,664	10	1,649	75	.....
Schools for the Deaf.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	417	60,808	424	62,007	437	66,284	445	67,254	445	69,050	8,233	81

\*Statistics included in State Institutions and City and Town Almshouse Institutions.

†Exclusive of the New York State School for the Blind, Bataavia, which was closed for repairs October 1, 1904 and October 1, 1905.

## OUTDOOR RELIEF.

*Table of temporary (outdoor) relief in the cities of the State for the fiscal years 1904, 1905 and 1906.*

A. SHOWING THE NUMBER OF POOR PERSONS RECEIVING TEMPORARY (OUTDOOR) RELIEF WITH THE PERCENTAGE OF ENTIRE POPULATION THUS RELIEVED.

CITY.	Population by census of 1900.	1904.		Population by census of 1905.	1905.		1905.	
		Number of poor persons receiving temporary relief.	Percentage of population temporarily relieved.		Number of poor persons receiving temporary relief.	Percentage of population temporarily relieved.	Number of poor persons receiving temporary relief.	Percentage of population temporarily relieved.
New York.....	3,437,202	5,254	.0015	4,013,781	5,118	.0013	6,142	.0015
Buffalo.....	352,387	4,841	.014	370,587	4,657	.012	3,202	.009
Rochester.....	162,608	1,474	.009	181,666	1,491	.008	1,548	.009
Syracuse.....	108,374	2,661	.025	117,503	2,595	.022	1,629	.014
Albany.....	94,151	5,209	.055	98,374	4,675	.048	4,326	.044
Troy.....	60,651	1,427	.024	76,910	1,497	.019	1,130	.015
Utica.....	56,383	1,420	.025	62,934	1,141	.018	1,071	.017
Yonkers.....	47,931	466	.010	61,716	662	.011	541	.009
Binghamton.....	39,647	834	.021	42,036	625	.015	481	.011
Elmira.....	35,672	435	.012	34,687	442	.013	398	.011
Schenectady.....	31,682	265	.008	58,387	273	.005	213	.004
Auburn.....	30,345	1,450	.047	31,422	1,191	.038	†496	.016
Newburgh.....	24,943	703	.028	26,498	748	.028	720	.027
Kingston.....	24,535	703	.029	25,556	768	.030	730	.029
Poughkeepsie.....	24,029	690	.029	25,379	547	.022	456	.018
Cohoes.....	23,910	682	.029	24,183	763	.032	798	.033
Jamestown.....	22,892	317	.014	26,160	628	.024	797	.030
Oswego.....	22,199	858	.039	22,572	853	.038	855	.038
Watertown.....	21,696	568	.026	25,447	336	.013	426	.017
Amsterdam.....	20,929	2,039	.097	23,943	*1,480	.062	1,600	.067
Mount Vernon.....	21,228	245	.012	25,006	182	.007	121	.005
Niagara Falls.....	19,457	229	.012	26,560	280	.011	267	.010
Gloversville.....	18,349	431	.023	18,672	320	.017	321	.017
Lockport.....	16,581	200	.012	17,552	162	.009	198	.011
Rome.....	14,720	1,180	.077	16,562	988	.060	533	.032
New Rochelle.....	14,522	432	.030	20,480	218	.011	167	.008
Middletown.....	14,321	499	.034	14,516	511	.035	343	.024
Watervliet.....	13,136	768	.054	14,600	792	.054	815	.056
Itasca.....	12,633	264	.020	14,615	210	.014	102	.007
Ogdensburg.....	12,633	437	.035	13,179	282	.021	271	.020
Hornell.....	11,918	215	.018	13,259	228	.017	261	.020
Dunkirk.....	11,816	91	.008	15,260	61	.004	72	.005
Corning.....	11,061	225	.020	13,515	235	.017	270	.020
Geneva.....	10,433	376	.036	12,249	363	.029	351	.029
Little Falls.....	10,381	688	.066	11,122	665	.059	632	.057
Johnstown.....	10,130	221	.021	9,845	275	.028	217	.022
Hudson.....	9,528	263	.028	10,290	285	.028	314	.031
Ulen.....	9,462	200	.021	10,163	159	.016	219	.021
North Tonawanda.....	9,069	30	.003	10,157	38	.004	27	.003
Cortland.....	9,014	62	.006	11,272	29	.003	34	.003
Flattsburgh.....	8,880	109	.012	10,184	118	.012	125	.012
Fulton.....	8,206	420	.051	8,847	291	.033	345	.039
Oneida.....	7,538	292	.039	8,420	277	.033	305	.036
Rensselaer.....	7,466	78	.010	10,715	76	.007	86	.008
Tonawanda.....	7,421	13	.002	7,904	15	.002	8	.001
Total.....	4,944,579	40,254	.....	5,700,675	37,550	.....	33,963	.....

\*Number of persons estimated. †Decrease because relief to tramps is discontinued.

## OUTDOOR RELIEF—(Continued).

*Table of temporary (outdoor) relief in the cities of the State for the fiscal years 1904, 1905, and 1906.*

**B. SHOWING THE EXPENDITURES FOR TEMPORARY (OUTDOOR) RELIEF WITH THE PER CAPITA EXPENSE FOR THE NUMBER TEMPORARILY RELIEVED AND THE AMOUNT PER INHABITANT FOR EXPENSE OF SUCH RELIEF.**

CITY.	1904.				Population by census of 1900.	1905.				1906.			
	Expenditures for temporary relief,	Per capita expense for number temporarily relieved,	Amount per inhabitant by census of 1900 for expense of temporary relief.	Population by census of 1905.		Expenditures for temporary relief,	Per capita expense for number temporarily relieved,	Amount per inhabitant by census of 1905 for expense of temporary relief.	Expenditures for temporary relief,	Per capita expense for number temporarily relieved,	Amount per inhabitant by census of 1906 for expense of temporary relief.		
New York.....	3,437,202	\$79,583 59	\$15 15	\$0.02	4,013,781	\$83,724 46	\$16 36	\$0.02	\$75,729 83	\$12 33	\$0.02		
Buffalo.....	352,387	39,846 04	8 23	.11	376,587	33,246 80	7 14	.09	32,099 07	10 02	.09		
Rochester.....	162,608	26,192 84	17 77	.17	181,666	34,955 81	23 44	.19	26,179 82	16 91	.14		
Syracuse.....	108,374	23,836 70	8 96	.22	117,503	25,559 71	9 85	.22	25,174 76	15 45	.21		
Albany.....	94,151	8,201 25	1 57	.09	98,374	7,905 45	1 67	.08	7,375 60	1 70	.07		
Troy.....	60,651	12,259 48	4 89	.20	76,910	14,112 20	5 01	.18	11,319 57	10 02	.15		
Utica.....	56,383	7,074 69	4 98	.13	62,934	6,720 48	5 03	.09	4,783 91	4 47	.08		
Yonkers.....	47,931	5,531 05	11 87	.12	61,716	4,448 21	6 72	.07	5,688 39	10 51	.09		
Binghamton.....	39,647	8,949 98	10 73	.23	42,036	6,279 68	10 05	.15	5,924 70	12 32	.14		
Elmira.....	35,672	3,154 41	7 25	.09	34,687	1,858 17	4 20	.05	2,005 62	5 04	.06		
Schenectady.....	31,682	7,090 73	26 76	.22	58,387	8,506 43	31 16	.15	4,700 00	21 13	.08		
Auburn.....	30,345	10,944 74	7 55	.36	31,422	9,863 36	8 28	.31	9,184 22	18 52	.29		
Newburgh.....	24,943	5,378 11	7 65	.22	26,498	7,081 33	9 47	.27	6,598 14	9 16	.25		
Kingston.....	24,535	7,252 57	10 32	.30	25,556	7,546 68	9 83	.29	7,124 57	9 76	.28		
Poughkeepsie.....	24,029	2,863 63	4 15	.12	25,379	3,287 12	6 01	.13	2,631 63	5 77	.10		
Cohoes.....	23,910	3,544 30	5 20	.15	24,183	4,209 50	5 52	.17	4,511 80	5 65	.19		
Janestown.....	22,892	9,865 40	31 12	.43	26,160	5,782 72	9 21	.22	7,227 66	9 07	.28		
Oswego.....	22,199	5,989 58	6 98	.27	22,572	5,603 22	6 57	.25	4,864 28	5 69	.22		
Watertown.....	21,696	3,574 51	6 29	.17	25,447	2,457 09	7 31	.09	1,769 70	4 15	.07		
Amsterdam.....	20,929	17,665 97	8 66	.84	23,943	13,818 58	8 66	.53	11,709 74	7 32	.49		
Mount Vernon.....	21,228	1,329 67	5 43	.06	25,006	1,575 75	8 66	.06	1,092 40	9 03	.04		

## OUTDOOR RELIEF (Concluded).

CITY.	Population by census of 1900.	1904.			Population by census of 1905.	1905.			1906.		
		Expenditures for tem- porary relief.	Per capita expense for number temporarily relieved.	Amount per inhabitant by census of 1900 for temporary relief.		Expenditures for tem- porary relief.	Per capita expense for number temporarily relieved.	Amount per inhabitant by census of 1905 for temporary relief.	Expenditures for tem- porary relief.	Per capita expense for number temporarily relieved.	Amount per inhabitant by census of 1906 for temporary relief.
Niagara Falls.....	19,457	\$3,139 29	\$13 71	\$0 16	26,560	\$1,240 06	\$15 14	\$0 16	\$4,385 82	\$16 43	\$0 17
Gloversville.....	18,349	4,752 47	10 98	.26	18,672	4,283 00	12 81	.23	3,998 22	12 46	.21
Lockport.....	16,581	2,657 00	13 28	.16	17,552	4,884 89	17 81	.16	3,145 00	10 83	.12
Rome.....	15,943	4,236 08	3 59	.28	16,562	1,553 25	2 58	.16	1,521 01	3 04	.10
New Rochelle.....	14,720	1,563 08	3 62	.11	20,480	1,875 57	8 60	.09	1,374 28	8 23	.07
Middletown.....	14,522	3,403 40	6 82	.23	14,516	3,374 47	6 60	.23	3,102 39	9 04	.21
Watervliet.....	14,321	2,771 06	3 61	.19	14,600	2,747 07	3 47	.19	2,189 57	2 69	.15
Ithaca.....	13,136	2,647 39	10 03	.20	14,615	2,093 95	9 97	.14	1,292 00	12 67	.09
Ogdensburg.....	12,633	4,275 85	9 78	.34	13,179	4,219 91	14 96	.32	2,654 45	9 80	.22
Hornell.....	11,918	3,975 37	18 49	.33	13,259	3,576 90	16 69	.27	2,910 96	11 15	.22
Dunkirk.....	11,616	3,826 62	9 08	.07	15,250	3,516 25	8 46	.03	2,543 06	7 54	.04
Geneva.....	10,433	3,339 50	14 84	.30	13,515	3,559 00	15 14	.26	2,988 22	11 07	.22
Little Falls.....	10,381	4,995 49	13 29	.48	12,249	4,372 29	12 06	.36	4,470 80	12 74	.36
Johnstown.....	10,130	3,888 31	5 65	.37	11,122	2,925 50	6 12	.36	3,996 02	6 16	.35
Hudson.....	9,528	2,116 31	9 68	.21	9,845	2,090 43	10 64	.30	3,539 37	16 31	.36
Olean.....	9,462	2,580 86	9 81	.27	10,280	3,369 64	17 33	.30	1,113 32	3 54	.11
North Tonawanda.....	9,069	4,106 37	20 50	.43	10,163	3,819 95	21 19	.33	3,930 51	17 95	.39
Cortland.....	9,014	1,711 60	57 05	.19	10,157	1,543 60	21 68	.08	528 53	19 57	.05
Plattsburgh.....	8,880	2,755 91	33 77	.19	11,272	1,543 60	53 23	.14	1,535 86	45 17	.14
Fulton.....	8,206	2,063 63	18 93	.23	10,184	2,869 53	24 32	.28	1,673 06	12 58	.15
Oneida.....	7,538	2,404 03	5 72	.29	8,847	2,007 50	6 90	.23	1,551 95	4 50	.17
Rensselaer.....	7,466	1,600 80	5 48	.21	8,420	1,863 17	6 51	.21	1,365 65	4 44	.16
Tonawanda.....	7,421	3,750 40	48 08	.50	10,715	3,334 37	43 88	.33	2,995 15	34 83	.28
Total.....	4,944,579	\$359,113 64	.....	.....	5,700,675	\$351,920 41	.....	.....	\$313,593 76	.....	.....



## STATE INSTITUTIONS.

Fourteen charitable institutions, subject to the visitation and inspection of the Board, are maintained by the State.

These, named in the order in which they were established, are as follows: State Agricultural and Industrial School, Industry, 1902, (originally established in 1846 as "The Western House of Refuge for juvenile delinquents"; name changed June 2, 1886, to State Industrial School); Syracuse State Institution for Feeble-Minded Children, Syracuse, 1851; New York State School for the Blind, Batavia, 1865; The Thomas Indian School, Iroquois, incorporated in 1855 as a private institution, and by chapter 162 of the Laws of 1875 reorganized and established as a State institution; State Custodial Asylum for Feeble-Minded Women, Newark, established as a branch of the Syracuse State Institution for Feeble-Minded Children in 1878, and separately by chapter 281 of the Laws of 1885; New York State Soldiers and Sailors' Home, Bath, 1878; New York State Training School for Girls, Hudson, 1904, (originally established as The House of Refuge for Women, Hudson, 1881); Western House of Refuge, Albion, 1890; New York State Reformatory for Women, Bedford, 1892; Rome State Custodial Asylum, Rome, 1893; Craig Colony for Epileptics, Sonyea, 1894; New York State Woman's Relief Corps Home, Oxford, 1894; New York State Hospital for the care of Crippled and Deformed Children, West Haverstraw, 1900; New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook, 1900.

The receipts of these institutions for the fiscal year ending September 30, 1906, including balance on hand at the beginning of the year (\$38,242.67), amounted to \$1,687,721.34. Their expenditures aggregated \$1,626,797.73: \$1,158,104.10 being for maintenance; \$426,986.41 for improvements; while \$41,707.22 was returned to the State Treasurer pursuant to the provisions of the law. The total number of their beneficiaries was 9,649.

During the year all the State institutions under the jurisdiction of the Board were visited and inspected by the several committees and Commissioners of the Board respectively charged with <sup>the law</sup> were also, together with the private <sup>appropriations,</sup> regularly visited and <sup>of State Charitable Institu-</sup>

**PRIVATE INSTITUTIONS RECEIVING STATE APPROPRIATIONS.**

The following named schools and institutions, ten in number, under private management but mainly supported by State appropriations, are also subject to the Board's visitation and inspection: New York Institution for the Instruction of the Deaf and Dumb, New York, 1817; Society for the Reformation of Juvenile Delinquents in the City of New York (usually known as the House of Refuge), New York, 1824; New York Institution for the Blind, New York, 1831; Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo, 1853; Institution for the Improved Instruction of Deaf-Mutes, New York, 1869; St. Joseph's Institute for the Improved Instruction of Deaf-Mutes, Westchester, with branches at Brooklyn and Fordham, 1875; Central New York Institution for Deaf-Mutes, Rome, 1875; Western New York Institution for Deaf-Mutes, Rochester, 1876; Northern New York Institution for Deaf-Mutes, Malone, 1884; Albany Home School for the Oral Instruction of the Deaf, Albany, 1891.

The receipts of these institutions for the fiscal year ending September 30, 1906 were: From cash on hand, \$153,259.41; from public sources, \$676,923.37; from private sources, \$429,995.87; total receipts, \$1,260,178.65. Their expenditures aggregated, \$1,045,821.33, and the total number of their beneficiaries was 3,080.

**SUMMARY OF RECOMMENDATIONS FOR  
LEGISLATION.**

First. That appropriations to the State institutions be subdivided in the appropriation bill so that specific sums shall be appropriated for food supply and clothing, apart from the sums appropriated for salaries and other fixed charges. This should insure sufficient appropriations for the most important needs of the inmates which will not be subject to encroachment in the attempt to provide for other needs.

Second. That the State Custodial Asylum for Feeble-Minded Women at Newark, and the Rome State Custodial Asylum at Rome, be enlarged to their final maximum capacity so as to enable them to receive the adult idiotic and feeble-minded now improperly retained in almshouses contrary to the provisions of the Poor Law

and the Penal Code, or provided for in private institutions at greatly enlarged cost to the counties, cities and towns of the State. In the opinion of the Board the ideal system would be to care for all of the teachable feeble-minded children in the Syracuse State Institution for Feeble-Minded Children, the idiotic and feeble-minded women and girls, except the epileptic, in state custodial asylums for feeble-minded women, and the feeble-minded and idiotic men and boys, except the epileptic, in the Rome State Custodial Asylum. Those afflicted with epilepsy should be maintained at Craig Colony. The facilities of the existing and necessary additional institutions should eventually be made ample to separate all of these classes, and they should be received therein without regard to their physical condition or moral state. From the standpoint of the State's welfare it is as important to segregate the most morally degraded of this class, as it is to care for those of the higher grades.

Third. That the Craig Colony for Epileptics at Sonyea be enlarged as rapidly as practicable in order that it may be able to take all the epileptics from almshouses and other places where they cannot receive proper care. The Board approves the general plan of the Board of Managers of the Colony for such custodial buildings as will permit of the complete separation of the various classes at the Colony. Having over 1,800 acres of land such arrangements are entirely feasible.

Fourth. That the final establishment of the New York State Training School for Boys be expedited as much as possible through supplementary legislation or otherwise, as may be necessary. More than two years and a half have elapsed since the passage of chapter 718 of the Laws of 1904, creating a Commission to select a site. The Board is informed that one will soon be selected. It remains only to make the necessary appropriations for the purchase of the land and the erection of the buildings. With the experience obtained in the removal of the State Agricultural and Industrial School from Rochester, to a farm in the country, vexatious delays in buildings can be avoided, and the New York State Training School for Boys be at work in two years after the necessary appropriations are made.

Fifth. In the opinion of the Board as expressed heretofore in its reports to the Legislature, it will be greatly to the State's advantage if some comprehensive plan be adopted for the construction of State buildings and the laying out of their grounds.

In this way something approaching a standard can be followed and the imperfect methods, through which the State has expended millions of dollars in construction work, be avoided hereafter. A commission, composed of experienced and representative men, should be able to decide upon some plan that the State may wisely follow. In this connection attention is again called to the suggestions contained in the Board's reports to the Legislatures of 1898 and 1906:

"An intelligent inspection of the State charitable institutions subject to the supervision of this Board will lead to the conclusion that, with few exceptions, little forethought has been displayed in advance of the erection of the buildings for their proper location on the site available with regard not only to convenience, but to architectural effect. This can be secured only by considering and designing the institution as a whole.

"An average annual expenditure of about half a million dollars for new buildings for these institutions, without such preliminary examination of all the problems involved, as would be made by a private citizen if about to erect for himself a city or country residence, is careless and reprehensible.

"While disapproving any considerable expenditure made solely for architectural effect, it is manifestly true that if each of the institutions already established had been designed as a whole, and their different buildings carefully grouped, the effect produced would have been architectural without having added to the expense incurred by the State in their erection.

"The unfortunate custom has been to locate buildings with entire disregard to surrounding buildings both as to design and material, and to place them haphazard and often unnecessarily crowded about the grounds."

Another costly experience has been due to a failure to give proper study to the purposes for which new buildings or additions to existing buildings have been proposed. After the erection and completion of such buildings and additions, they have been found not only inconveniently arranged internally, but also inadequate for the purposes for which they were constructed. This lack of consideration beforehand has necessitated considerable alterations in many cases, at a disproportionate expense for the accommodations gained, and, in the end, has left such buildings

should represent the very best architectural talent  
does not necessarily mean that the State shall

and the Penal Code, or provided for in private institutions at greatly enlarged cost to the counties, cities and towns of the State. In the opinion of the Board the ideal system would be to care for all of the teachable feeble-minded children in the Syracuse State Institution for Feeble-Minded Children, the idiotic and feeble-minded women and girls, except the epileptic, in state custodial asylums for feeble-minded women, and the feeble-minded and idiotic men and boys, except the epileptic, in the Rome State Custodial Asylum. Those afflicted with epilepsy should be maintained at Craig Colony. The facilities of the existing and necessary additional institutions should eventually be made ample to separate all of these classes, and they should be received therein without regard to their physical condition or moral state. From the standpoint of the State's welfare it is as important to segregate the most morally degraded of this class, as it is to care for those of the higher grades.

Third. That the Craig Colony for Epileptics at Sonyea be enlarged as rapidly as practicable in order that it may be able to take all the epileptics from almshouses and other places where they cannot receive proper care. The Board approves the general plan of the Board of Managers of the Colony for such custodial buildings as will permit of the complete separation of the various classes at the Colony. Having over 1,800 acres of land such arrangements are entirely feasible.

Fourth. That the final establishment of the New York State Training School for Boys be expedited as much as possible through supplementary legislation or otherwise, as may be necessary. More than two years and a half have elapsed since the passage of chapter 718 of the Laws of 1904, creating a Commission to select a site. The Board is informed that one will soon be selected. It remains only to make the necessary appropriations for the purchase of the land and the erection of the buildings. With the experience obtained in the removal of the State Agricultural and Industrial School from Rochester, to a farm in the country, vexatious delays in buildings can be avoided, and the New York State Training School for Boys be at work in two years after the necessary appropriations are made.

Fifth. In the opinion of the Board as expressed heretofore in its reports to the Legislature, it will be greatly to the State's advantage if some comprehensive plan be adopted for the construction of State buildings and the laying out of their grounds.

In this way something approaching a standard can be followed and the imperfect methods, through which the State has expended millions of dollars in construction work, be avoided hereafter. A commission, composed of experienced and representative men, should be able to decide upon some plan that the State may wisely follow. In this connection attention is again called to the suggestions contained in the Board's reports to the Legislatures of 1898 and 1906:

"An intelligent inspection of the State charitable institutions subject to the supervision of this Board will lead to the conclusion that, with few exceptions, little forethought has been displayed in advance of the erection of the buildings for their proper location on the site available with regard not only to convenience, but to architectural effect. This can be secured only by considering and designing the institution as a whole.

"An average annual expenditure of about half a million dollars for new buildings for these institutions, without such preliminary examination of all the problems involved, as would be made by a private citizen if about to erect for himself a city or country residence, is careless and reprehensible.

"While disapproving any considerable expenditure made solely for architectural effect, it is manifestly true that if each of the institutions already established had been designed as a whole, and their different buildings carefully grouped, the effect produced would have been architectural without having added to the expense incurred by the State in their erection.

"The unfortunate custom has been to locate buildings with entire disregard to surrounding buildings both as to design and material, and to place them haphazard and often unnecessarily crowded about the grounds."

Another costly experience has been due to a failure to give proper study to the purposes for which new buildings or additions to existing buildings have been proposed. After the erection and completion of such buildings and additions, they have been found not only inconveniently arranged internally, but also inadequate for the purposes for which they were constructed. This lack of due consideration beforehand has necessitated considerable alterations in many cases, at a disproportionate expense for the accommodations gained, and, in the end, has left such buildings unsatisfactory.

State work should represent the very best architectural talent available. This does not necessarily mean that the State shall

incur great expense to gratify the architectural taste of its architect; but, on the contrary, it does mean that by employing the best architect the best work will be obtained at the least expense."

Sixth. That section 50 of the State Charities Law be amended by an additional clause to provide that members of the boards of managers of State charitable institutions who fail to attend three successive regular meetings of such boards required by law, unless excused from attendance for good and sufficient reasons by the Governor, shall thereby *ipso facto*, vacate their membership.

Seventh. That a State Custodial Asylum be established preferably in the eastern part of the State, for the reception, maintenance, and humane care of all idiotic, epileptic and feeble-minded dependents, who are unsuitable for maintenance and treatment in the established institutions, because no longer to be benefited by treatment, and that in this custodial asylum provision be made for the classification of the inmates according to sex and infirmity, in separated groups of buildings.

#### TABLE OF APPROPRIATIONS MADE IN 1906 AND RECOMMENDED FOR 1907.

The following table shows the amounts appropriated for maintenance and for extraordinary expenses and reappropriations, respectively, by the Legislature of 1906 to the several State institutions subject to the Board's visitation and inspection, the amounts recommended by the Board for appropriations to such institutions by the Legislature of 1907 and the pages of this report wherein the condition and needs of the institutions are specifically set forth. These recommendations were agreed upon after careful inquiry and examinations made upon the ground relative to the needs of the various institutions.

# STATE BOARD OF CHARITIES.

37

NAME AND LOCATION OF INSTITUTION.	NEW APPROPRIATIONS FOR 1906.		Reappropriations in 1906 for extraordinary expenses.	Total appropriations available in 1906.	APPROPRIATIONS RECOMMENDED FOR 1907.			Pages.
	Maintenance.	Extraordinary expenses.			Maintenance.	Extraordinary expenses.	Total.	
State Agricultural and Industrial School, Rush.....	\$140,000 00	\$158,800 00	\$56,992 34	\$355,792 34	\$150,000 00	\$98,500 00	\$248,500 00	42-45
New York State Training School for Girls, Hudson....	70,900 00	49,350 00	1,296 21	122,238 21	70,000 00	46,000 00	116,000 00	45-49
Western House of Refuge for Women, Albany.....	44,680 00	11,800 00	1,253 36	56,733 36	55,000 00	38,750 00	94,750 00	49-53
New York State Reformatory for Women, Bedford....	55,720 00	19,175 00	536 48	75,431 48	65,000 00	29,000 00	94,000 00	52-55
Society for the Reformation of Juvenile Delinquents, New York.....	81,000 00	12,000 00	801 34	93,801 34	150,000 00	8,500 00	158,500 00	55-58
Syracuse State Institution for Feeble-Minded Children, Syracuse.....	98,141 32	5,900 00	857 62	103,898 94	84,000 00	2,950 00	86,950 00	59-60
State Custodial Asylum for Feeble-Minded Women, Newark.....	85,344 00	12,700 00	.....	98,044 00	82,000 00	12,950 00	94,950 00	60-63
Rome State Custodial Asylum, Rome.....	115,505 00	62,000 00	95,401 53	272,906 53	140,000 00	55,500 00	195,500 00	63-66
Craig Colony for Epileptics, Sonoma.....	213,738 00	50,725 00	1,000 00	265,463 00	185,000 00	53,500 00	238,500 00	66-72
New York State Soldiers and Sailors' Home, Bath.....	21,424 00	17,300 00	1,262 85	39,986 85	30,000 00	45,580 00	75,580 00	72-75
New York State Woman's Relief Corps Home, Oxford....	33,000 00	2,500 00	1,736 88	37,236 88	33,000 00	45,190 00	78,190 00	76-77
The Thomas Indiana School, Iroquois.....	30,762 00	5,100 00	1,241 83	40,103 83	30,000 00	31,840 00	61,840 00	78-80
New York State School for the Blind, Batavia.....	41,500 00	5,375 00	1,184 90	48,059 90	40,000 00	4,500 00	44,500 00	81-83
New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw.....	15,824 00	2,000 00	.....	17,824 00	16,000 00	2,000 00	18,000 00	83-84
New York State Hospital for the Treatment of Incurable Pulmonary Tuberculosis, Raybrook.....	81,603 00	10,650 00	5,465 80	97,808 80	75,000 00	6,500 00	81,500 00	84-86
Totals.....	\$1,847,271 32	\$428,375 00	\$169,442 95	\$1,945,089 27	\$1,415,000 00	\$467,920 00	\$1,882,920 00	



**C. ORDINARY EXPENDITURES OF THE STATE INSTITUTIONS, SUBJECT TO THE VISITATION AND INSPECTION  
OF THE STATE BOARD OF CHARITIES, FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1906.**

	State Agricultural School, Industry.	New York State Training School for Girls, Hudson.	Western House of Refuge for Women, Albion.	New York State Reformatory for Women, Bedford.	New York House of Refuge (of the So- nile Delegation, in the City of New York), Randall's Island. <sup>†</sup>	Syracuse State In- stitution for Feeb- le-Minded Chil- dren, Syracuse.	State Custodial Asy- lum for Feeble- Minded Women, Newark.	Rome State Cus- todial Asylum, Home.	762
Average number of inmates.....	543	288	210	228	614	510	599		
Total ordinary expenditures (exclusive of remittance to State Treasurer).....	\$155,944 47	\$65,561 69	\$91,228 72	\$52,214 03	\$152,980 87	\$95,920 93	\$73,641 81	\$102,049 50	
Average annual cost of support.....	292 72	227 99	196 33	229 01	249 15	184 15	124 94	139 41	
Average weekly cost of support.....	5 61	4 38	4 53	4 40	4 78	3 53	2 38	2 68	
Expended for salaries of officers, wages and labor.....	77,388 93	29,454 27	17,195 37	24,367 46	69,969 90	38,188 14	26,876 77	42,552 48	
Average annual per capita expenditure for salaries, wages and labor.....	142 52	98 80	81 83	106 88	113 96	74 88	48 91	88 13	
Expended for provisions.....	30,068 10	13,430 05	7,545 83	11,176 86	34,449 56	20,776 67	20,292 49	28,853 24	
Average annual per capita expenditure for provisions.....	55 68	46 60	35 93	48 63	56 04	40 77	33 86	48 52	
Expended for household stores.....	6,269 88	2,694 04	1,217 05	1,408 81	3,295 65	4,370 77	3,888 56	8,669 12	
Average annual per capita expenditure for household stores.....	11 55	9 35	5 80	6 17	5 37	8 57	6 41	15 00	
Expended for clothing.....	11,210 09	4,005 04	2,319 70	3,225 76	15,017 28	7,515 72	3,663 65	5,554 21	
Average annual per capita expenditure for clothing.....	20 65	13 91	11 05	14 15	24 46	14 74	6 11	9 59	
Expended for fuel and light.....	19,860 40	8,755 99	5,393 59	7,570 59	17,958 36	12,514 69	9,296 12	13,447 74	
Average annual expenditure for fuel and light.....	36 58	30 40	25 68	33 70	29 25	24 54	15 52	23 87	
Expended for hospital and medical supplies.....	1,623 13	465 89	472 83	213 67	409 29	1,000 44	661 98	547 42	
Average annual per capita expenditure for hospital and medical supplies.....	3 00	1 62	2 25	1 20	6 65	1 96	1 10	7 75	
Expended for transportation and traveling expenses.....	2,446 08	2,564 35	1,221 14	763 17	329 73	39 51	.....	.....	
Average annual per capita expenditure for transportation and traveling expenses.....	4 50	8 90	5 82	3 35	5 34	.....	.....	.....	
Expended for shop, farm and garden supplies.....	9,167 09	1,870 88	1,222 77	1,291 64	6,594 67	5,354 76	4,011 03	7,913 58	
Average annual per capita expenditure for shop, farm and garden supplies.....	16 88	4 76	5 82	5 67	10 74	10 50	6 70	10 81	
Expended for ordinary repairs.....	1,705 99	3 15	4 00	196 73	896 64	869 10	485 45	1,463 64	
Average annual per capita expenditure for ordinary repairs.....	3 14	0 01	0 02	86	1 46	1 70	71	2 00	
Expended for expenses of trustees or managers.....	1,083 78	569 31	604 97	178 58	597 23	123 68	1363 18	405 72	
Average annual per capita expenditure for expenses of trustees or managers.....	2 00	1 98	2 88	78	97	24	61	56	
Expended for all other ordinary expenses.....	8,709 02	3,353 63	4,032 58	1,760 77	3,502 56	3,149 10	2,250 60	2,693 35	
Average annual per capita expenditure for all other ordinary expenses.....	16 04	11 66	19 20	7 72	5 70	6 17	3 71	8 62	

\* Includes the value of home and farm products consumed. † Under private management but supported by State appropriations. ‡ Includes expenses of officers.

CLASSIFIED ORDINARY EXPENDITURES OF THE STATE INSTITUTIONS, SUBJECT TO THE VISITATION AND INSPECTION  
OF THE STATE BOARD OF CHARITIES, FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1906—(Concluded).

	Craig Colony for Epileptics, Son- year.	New York State Soldiers and Sail- ors' Home, Bath.	New York State Woman's Home, Ex- ford	The Thomas Indian School, Iroquois.	New York State School for the Blind, Batavia.	New York State Hospital for the Care of Crippled Children, West Haverstraw.	New York State Hospital for the Treatment of In- ipient Pulmo- nary Tubercu- losis, Raybrook.	Totals and averages.
Average number of inmates.....	1,046	1,865	178	150		46	112	1481
Total ordinary expenditures (exclusive of remittance to State Treasurer).....	\$169,825 32	\$232,943 77	\$30,510 91	\$28,694 18	\$39,982 74	\$14,906 69	\$63,579 30	\$1,311,081 97
Average annual cost of support.....	163 36	124 90	171 41	191 29	439 37	324 06	478 39	1235 56
Average weekly cost of support.....	3 12	2 40	3 29	3 69	8 43	6 28	9 19	14 53
Expended for salaries of officers, wages and labor.....	68,656 61	75,088 30	13,068 97	14,327 68	21,180 58	6,213 40	16,749 76	\$54,368 53
Average annual per capita expenditure for salaries, wages and labor.....	65 64	40 26	67 47	96 85	265 17	135 07	149 55	103 02
Expended for food.....	42,363 18	58,512 92	7,995 03	5,707 65	6,762 69	3,062 91	20,863 11	\$264,772 96
Average annual per capita expenditure for food.....	40 45	31 44	44 88	37 39	156 15	67 15	186 50	124 35
Expended for household stores.....	8,144 67	5,454 94	1,213 71	674 03	751 25	617 86	3,295 11	146,910 35
Average annual per capita expenditure for household stores.....	7 79	2 93	6 82	4 49	8 36	13 43	29 43	14 76
Expended for clothing.....	11,169 48	24,324 02	1,317 18	1,242 84	840 99	114 54	731 87	\$294,253 37
Average annual per capita expenditure for clothing.....	10 68	13 04	7 40	8 28	9 24	2 49	6 54	11 35
Expended for fuel and light.....	22,593 54	20,477 16	4,198 12	4,264 56	2,832 21	1,003 43	5,016 66	\$156,208 30
Average annual per capita expenditure for fuel and light.....	21 60	10 94	23 56	28 43	42 11	22 47	44 80	42 17
Expended for hospital and medical supplies.....	2,938 47	4,737 13	846 39	110 27	133 87	1,333 74	1,815 50	\$16,799 01
Average annual per capita expenditure for hospital and medical supplies.....	2 81	2 54	4 75	73	1 46	29 00	16 21	14 69
Expended for transportation and traveling expenses.....	55 36	378 85	.....	5 57	185 07	.....	103 16	\$8,093 47
Average annual per capita expenditure for transportation and traveling expenses.....	53	30	.....	.....	3 03	.....	92	41 76
Expended for shop, farm and garden supplies.....	7,086 19	6,380 85	1,264 62	1,528 46	975 42	59 38	1,863 77	\$25,894 51
Average annual per capita expenditure for shop, farm and garden supplies.....	6 77	3 42	7 10	12 25	10 73	1 29	12 18	14 37
Expended for ordinary repairs.....	1,269 43	970 70	.....	276 45	158 50	215 77	749 75	\$29,224 39
Average annual per capita expenditure for ordinary repairs.....	1 23	52	.....	1 84	1 74	4 69	6 69	11 77
Expended for expenses of trustees or managers.....	1,128 65	352 12	853 59	411 57	465 48	888 88	774 27	\$28,800 91
Average annual per capita expenditure for expenses of trustees or managers.....	1 06	19	4 80	2 74	3 12	19 32	6 91	13 35
Expended for all other ordinary expenses.....	4,430 80	6,263 28	818 30	1,635 32	1,747 67	1,340 72	2,146 94	\$47,758 43
Average annual per capita expenditure for all other ordinary expenses.....	4 23	3 36	4 60	10 92	19 20	29 15	19 17	10 95

\* Includes the value of home and farm products consumed.  
† Averages for fifteen institutions.  
‡ Total expenditures for fifteen institutions.  
§ On the basis of the calendar instead of the school year.



STATE BOARD OF CHARITIES.

[illegible]

\*Of these, 9 were infants. †Of these, 3 were infants. ‡Under private management, but supported by State appropriations. §Of these, 11 belong to the Allegheny Reservation and 7% to the Cattaraugus Reservation. ¶Tonawanda Reservation. ††Tuscarora Reservation. †††Oneida Reservation. ††††Onondaga Reservation. †††††Shinnecock Reservation.

**STATE AGRICULTURAL AND INDUSTRIAL SCHOOL,  
INDUSTRY, MONROE COUNTY.**

Originally established in 1846 as The Western House of Refuge for juvenile delinquents.

This institution has capacity for 900 inmates. At the beginning of the fiscal year there were present 546 boys. During the year 441 boys were admitted, 442 boys were discharged and 1 boy died, leaving a population October 1, 1906, of 544 boys. The average number of inmates during the year was 543 and the average weekly cost of support, including the value of home and farm products consumed \$7.05; excluding this value, \$5.61.

The receipts during the fiscal year were: From cash on hand at the beginning of the year \$1,318.47; from special appropriations, \$152,284.82; from general appropriations, \$158,700; from other sources, \$643.67; making the total receipts for the year, \$312,946.96.

The ordinary expenditures were: For salaries of officers, \$11,900.80; for wages and labor, \$65,488.13; for provisions, \$20,050.16; for household stores, \$6,269.88; for clothing, \$11,210.09; for fuel and light, \$19,860.40; for hospital and medical supplies, \$1,053.13; for transportation and traveling expenses, \$2,446.06; for shop, farm and garden supplies, \$9,167.09; for ordinary repairs, \$1,705.99; for expenses of managers, \$1,083.78; for remittance to State Treasurer, \$675.04; for unclassified expenses, \$8,709.02; total, \$159,619.51.

The extraordinary expenses were \$152,284.82, of which \$138,133.09 were for improvements and extraordinary repairs, and \$14,151.73 for all other extraordinary expenses, making the aggregate expenditures for the year \$311,904.33, and leaving, October 1, 1906, a cash balance of \$1,042.63. The balance in cash was the only asset and there was no outstanding indebtedness.

Of the expenditures for maintenance during the year, 48.7 per cent. was for salaries, wages and labor, 12.6 per cent. for provisions, 3.9 per cent. for household stores, 7.1 per cent. for clothing, 12.5 per cent. for fuel and light, .6 of 1 per cent. for hospital and medical supplies, 1.5 per cent. for transportation and traveling expenses 5.8 per cent. for shop, farm and garden supplies, 1.1 per cent. for ordinary repairs, .7 of 1 per cent. for expenses of managers, and 5.5 per cent. for all other ordinary expenses.

Chapter 683, Laws of 1906 (Appropriation Bill), appropriated for maintenance and rewards to inmates, and repairs and better-

ments of tools and equipment and furniture, and for necessary tools to properly conduct the trade schools and military system and photographing of inmates, \$140,000.

Chapter 374, Laws of 1906 (special act), appropriated for furnishings, \$10,000; telephone system to cottages and main line, \$5,000; farm stock and equipment, \$5,000; industrial building, \$15,000; superintendent's house, \$10,000; superintendent's barn, \$1,000; administration building, \$25,000; Catholic and Protestant chapels, \$25,000; furnishing water supply, \$10,000; furnishing sewage disposal, \$12,000; fencing, \$5,000; material for sixteen hen houses and sixteen hog pens, \$4,800; moving greenhouse from city institution, \$1,000; moving organ from city institution, \$1,000, and for ovens and equipment for bakery, \$3,000.

Chapter 91, Laws of 1906 (special act), appropriated for the completion of sixteen cottages and sixteen barns, \$26,000.

Chapter 686, Laws of 1906 (Supply Bill), reappropriated the unexpended balances under chapter six hundred and thirty-one, laws of 1904, for bakery building and storehouse, \$3,271; furnishings, \$4,709.75; reception house and hospital, \$9,160.15; roads, \$1,021.29; sixteen cottages and sixteen barns, \$38,383.28; under chapter seven hundred and twenty-nine, laws of 1904, for repairs and equipment, \$446.87.

The maintenance appropriation was \$140,000; the special appropriation amounted to \$158,800, the reappropriation to \$56,992.34, making the total appropriation available, \$355,792.34.

When the removal of the State Industrial School at Rochester was originally recommended and advocated by the State Board of Charities, it was foreseen that a long time would be required before the removal could be fully accomplished. Even after the land was selected and an appropriation made for its purchase and for the erection of the new buildings serious difficulties in the way of rapid construction were encountered. The building contractors did not push their work as rapidly as they should; supplies of materials for the buildings were delayed in transit; the cottages on the farms purchased by the State were out of order and needed repairs; the boys in the institution at Rochester were too old to be transferred; these and other things combined to make the problem of removal a difficult one to solve. But the removal is now practically accomplished. The boys, all of whom have been committed since 1903, are established in farm groups and under conditions which promise the best results for themselves and the

State. The cottages provided for by legislative appropriation and intended as homes for the boys are completed and occupied. Further buildings are needed, and there must be a complete equipment for scholastic and industrial training; but enough has been accomplished already to demonstrate the success of this new experiment in philanthropy undertaken by the State of New York.

In the new environments the boys committed to the State school manifest a different spirit from that which was formerly exhibited at the State Industrial School at Rochester. There is less restlessness and rebellious purpose shown. The greater liberty which the farm life affords, the many opportunities for rational enjoyment, and the daily association with nature have a strong moral effect upon the boys and render unnecessary, except in rare instances, the more stringent repressive measures which were required in the Rochester institution.

There can be no doubt that the removal of the institution from the enclosed city grounds to a farm caused a feeling of apprehension in the minds of many persons interested in the reformation of juvenile delinquents. But such misgivings are now seen to have been groundless. The transfer is accomplished and nothing but good has followed the removal. There is every reason to believe that the institution in its new home and with its larger life and freer conditions will continue to progress and do better work for the boys committed to its care than has been done hitherto by any institution of similar character.

It is greatly to the credit of the earnest, progressive and persevering members of the Board of Managers of this institution that they insisted upon its removal until the Legislature made provision for the change of location. Their plan contemplates a radical change in the treatment of delinquent boys. Certainly the managers have made the institution a pioneer in this rational system of training the wayward. Other institutions have followed their lead but the honor of inaugurating the new twentieth century method belongs to the managers of the State Agricultural and Industrial School.

There are a number of additional buildings which must be provided for and the work of perfecting the equipment and arrangement of the institution work will require a large outlay of money.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For boiler and power plants, \$15,000; for 3 additional cottages for boys, \$22,500; for cold storage building, \$10,000; for creamery building, \$3,000; for slaughter house, \$3,000; for electrical equipment, \$5,000; for farm stock and equipment, \$5,000; for material for sheds and tools, \$3,000, making the special appropriations recommended \$66,500. For maintenance, \$150,000, making the total appropriations approved \$216,500.

### NEW YORK STATE TRAINING SCHOOL FOR GIRLS, HUDSON, COLUMBIA COUNTY.

Established 1904.

Originally established in 1881 as the House of Refuge for Women.

This institution has capacity for 311 inmates. The number of inmates October 1, 1905, was 235, and 172 were admitted during the year, making the total number under care 407. During the year 86 were discharged, thus leaving under care October 1, 1906, 321, of whom 9 were infants. The average number present during the year was 288, and the average weekly cost of support, including the value of home and farm products consumed, \$4.60; excluding this value, \$4.38.

The receipts during the fiscal year ending September 30, 1906 were: From cash balance of the previous year, \$1,323.18; from special appropriations, \$10,627.01; from general appropriations, \$64,700; from other sources, \$66.72; total, \$76,716.91.

The ordinary expenditures of the year were: For salaries of officers, \$22,245.99; for wages and labor, \$6,208.28; for provisions, \$13,420.05; for household stores, \$2,694.04; for clothing, \$4,005.04; for fuel and light, \$8,755.99; for hospital and medical supplies, \$465.89; for transportation and traveling expenses, \$2,564.55; for shop, farm and garden supplies, \$1,370.88; for ordinary repairs, \$3.15; for expenses of managers, \$569.21; for remittance to State Treasurer, \$66.72; for all other ordinary expenses, \$3,358.62; total, \$65,728.41.

The extraordinary expenditures were reported as \$10,627.01, of which \$7,385.68 was for buildings and improvements, \$2,492.36 for extraordinary repairs, and \$748.97 for all other extraordinary expenses, making the total expenditures for the year, \$76,355.42, and the cash balance October 1, 1906, \$361.49.



Of the expenditures for maintenance during the year 43.3 per cent. was for salaries, wages and labor, 20.5 per cent. for provisions, 4.1 per cent. for household stores, 6.1 per cent. for clothing, 13.3 per cent. for fuel and light, .7 of 1 per cent. for hospital and medical supplies, 3.9 per cent. for transportation and traveling expenses, 2.1 per cent. for shop, farm and garden supplies, .9 of 1 per cent. for expenses of managers, and 5.1 per cent. for all other ordinary expenses, including a small outlay for ordinary repairs.

Chapter 683, Laws of 1906 (Appropriation Bill), appropriated for maintenance of the institution and for the transportation of those committed to it, \$70,000.

Chapter 374, Laws of 1906 (special act), appropriated for two cottages including steam, water, sewer and lighting connections, \$45,000; alterations in industrial building and fire escape, \$2,850; repairs and equipment, \$1,500.

Chapter 686, Laws of 1906 (Supply Bill), appropriated for the payment of increased salaries and wages of officers and employees in accordance with the action of the Salary Classification Commission, \$960. And reappropriated the unexpended balances under chapter seven hundred and twenty-three, laws of 1904, for extending switchboard, \$250; furnishing rooms and offices and new hospital equipment, \$607.73; enlarging dynamo room, \$200; under chapter seven hundred and twenty-nine, laws of 1904, for sewage disposal plant, \$870.48.

The maintenance appropriation amounted to \$70,960, the special appropriation to \$49,350, and the reappropriation to \$1,928.21, making the total appropriation available, \$122,238.21.

This institution has made marked progress during the year. All the inmates who were committed to it while it existed as a reformatory for women have been discharged, and at the present time none remain except those received since the establishment of the school. A decided improvement in general discipline has followed the dismissal of the older inmates, as it enabled the institution to take up its work as a training school more effectively than was possible while it was hampered with the presence and influence of women who represented the non-reformable vicious class. The Training School still suffers to some extent from the traditions of the institution's past. These will be outlived in time, but all of the buildings should conform in structure and arrangement to the needs of the school, and not be a reminder of

prison days. As long as young girls are confined in a prison building and subjected to its influence the moral training must suffer. It would be well, therefore, to remodel the old prison building at this institution, and convert it into a large cottage dormitory. Its cell construction militates against discipline. The open barred cell doors make it impossible to restrain communication, and as a consequence the moral tone of those confined in this building is low and this disastrously affects the discipline of the entire institution. The cottages afford a measure of home life to the inmates who reside therein under supervision of the matrons with whom they associate freely. It is impossible to permit the girls to have similar freedom in the prison building. They are under more stringent rules and cannot be allowed the little liberties which are constantly granted to the cottage girls. It must not be forgotten in this connection that the Training School is intended for young girls, not for women who have become habituated to vice, for whom the prison was originally designed. Only girls under sixteen can be received, and the average age of those now in the Training School is between fourteen and fifteen. Every opportunity for reformation and every encouragement to a moral life should be afforded these young girls, hence to incarcerate them in prison cells is exceedingly unwise, although at present unavoidable. The erection of additional cottages therefore should proceed without delay, for until new cottages are built the Training School must continue to use the prison with its cells as a dormitory for girls who do not need such restraint and for whom it is harmful. In the interests of humanity and morality there should be no delay in relieving the school of this feature.

The growth in the inmate population has been rapid. As stated above, every cottage is now crowded; and the managers have been compelled for some time to refuse admittance to girls committed by magistrates to the school in accordance with law. The time has arrived when additional buildings are absolutely required. These should be erected at once whether the use of the prison as a dormitory is discontinued or not.

The Legislature of 1906 made an appropriation for two new cottages. The plans for these were prepared by the State Architect and bids were twice invited for their construction. The lowest of the first bids received called for \$10,150 more than the appropriation, and the lowest proposal at the second bidding was \$4,445 more than the amount provided. If the estimate had been

sufficient and the plans properly made these buildings would be well under way at the present time. As it is, all work is delayed until an additional appropriation of \$10,000 can be secured from the Legislature of 1907. It is of the utmost importance that adequate appropriations be estimated for by the State Architect in the first instance, rather than insufficient amounts, a plan which embarrasses the institution and impedes its progress. The delay, through deficient appropriations, results in real loss to the State. Not only does it interfere with the work of the institution itself, but it also prevents the State taking under its care many young girls who need the special training and discipline afforded by this institution. In some instances, young girls under sixteen have been imprisoned in county jails, as they could not be received by this institution, and have been exposed for an indefinite period to the disastrous effects of such imprisonment and the associations in a jail. For this reason the original estimates, which are the basis of appropriations for all new buildings for the State Training School for Girls should be sufficient to build them without the long delays that have occurred heretofore:

Not only is it necessary to provide immediately for the new commitments but provision should be made for the low grade girls who should be removed from the old prison building. At least one new cottage with capacity for thirty-five inmates should be provided for at this time. Until this cottage is ready, the prison must continue to be used as a dormitory for the lower grade girls, but the time should be shortened as much as possible. The new building intended for the low grade girls should be located at some distance from the cottages used for the advanced grades. To locate new cottages beyond the present interior fence means, however, that a better protection than the present fences must be provided. A strong wire prison fence should be erected and follow the boundaries of the State land, and so constructed as to resist efforts either to scale or break it. During the past year considerable gardening was done upon lands of the institution outside of the present interior fences, but very little of the crop was gathered by the institution, as most of it was stolen, the present exterior fences offering no barrier to those who wished to steal. It is possible, however, to put a fence around the institution that will not only keep the inmates in but also keep out all persons who have no proper business in the institution or on its grounds. This can be done at a moderate cost, and the expansion of the institution makes necessary to provide for it at once.

The State Board of Charities recommends for this institution the following appropriations, or so much thereof as may be necessary:

For additional amount needed to complete and furnish two cottages for which an appropriation was made by the Legislature of 1906, \$10,000; for extraordinary repairs and equipment, \$2,500; for a cottage building for third grade girls now maintained in the prison building, \$30,000; for wire prison fence about the grounds, \$3,500, making the special appropriations recommended \$46,000; for maintenance, \$70,000, making the total appropriations approved \$116,000.

**WESTERN HOUSE OF REFUGE FOR WOMEN,  
ALBION, ORLEANS COUNTY.**

Established 1890.

This institution has capacity for 250 inmates. The number of inmates present October 1, 1905, was 205, and 98 were admitted during the year, making the total number under care 303. During the year 78 were discharged and 2 died, leaving 223 present October 1, 1906, of whom 9 were infants. The average number present during the year was 210 and the average weekly cost of support, including the value of home and farm products consumed, \$3.78; excluding this value, \$3.62.

The receipts for the fiscal year ending September 30, 1906, were: From cash balance of the previous year, \$912.12; from special appropriations, \$38,280.34; from general appropriations, \$38,560; from home products, \$1,736.43; from miscellaneous sales, \$33.17; total, \$79,522.06.

The ordinary expenditures during the year were: For salaries of officers, wages and labor, \$17,195.27; for provisions, \$7,545.03; for household stores, \$1,217.05; for clothing, \$2,319.70; for fuel and light, \$5,393.59; for hospital and medical supplies, \$472.82; for transportation and traveling expenses, \$1,221.14; for shop, farm and garden supplies, \$1,222.77; for ordinary repairs, \$4; for expenses of managers, \$604.97; for remittance to State Treasurer, \$33.17, and for all other ordinary expenses, \$4,032.38 of which \$1,736.43 represents home products; total, \$41,261.89.

The extraordinary expenditures for buildings, improvements and repairs were \$38,280.34, making the total expenditures, \$79,542.23. The outstanding indebtedness was \$20.17.

Of the expenditures for maintenance during the year 41.7 per cent. was for salaries, wages and labor, 18.3 per cent. for provisions, 2.9 per cent. for household stores, 5.6 per cent. for clothing, 13.1 per cent. for fuel and light, 1.1 per cent. for hospital and medical supplies, 3 per cent. for transportation and traveling expenses, 3 per cent. for shop, farm and garden supplies, 1.5 per cent. for expenses of managers, and 9.8 per cent. for all other ordinary expenses, including a very small outlay for ordinary repairs.

Chapter 683, Laws of 1906 (Appropriation Bill), appropriated for maintenance of the institution and for the transportation of those committed to it, \$44,000.

Chapter 374, Laws of 1906 (special act), appropriated for addition to the administration building, \$3,600; completing cottages five and six and assembly hall, including outside steam, water, sewer and lighting connections, \$5,800; changing old assembly into schoolrooms, including equipment for same, \$1,000; fuel-saving device for boilers, \$1,200.

Chapter 686, Laws of 1906 (Supply Bill), appropriated for the payment of increased salaries and wages of officers and employees, in accordance with the action of the Salary Classification Commission, \$660. And reappropriated the unexpended balance under chapter seven hundred and twenty-nine, laws of 1904, for a suitable office safe, \$333.36.

The maintenance appropriation amounted to \$44,660, the special appropriation to \$11,600, and the reappropriation was \$333.36, making the total appropriation available, \$56,593.36.

A number of important improvements have been made at this institution during the year. The Legislature appropriated money for the erection of two additional cottages and a chapel building. The cottages have been completed and are now occupied and the chapel is inclosed. It will be ready about the first of January, 1907. Neither cottages nor chapel, however, harmonize in appearance or plan with the other buildings. In the arrangement of their interior the new cottages show an improvement upon the older ones, but in exterior appearance and finish they show to disadvantage in comparison. The older buildings are substantial and plain, but have quiet ornamentations of brick which give them character. The new cottages are without these, present a different  
le of roof and lack the desirable porch feature of the older  
ldings.

The chapel building is arranged with a basement in which will be a gymnasium and its equipment. There may be economy in thus combining a chapel and gymnasium, but institutions of the reformatory class may very well have as part of their equipment, a building devoted solely to religious purposes. The religious influence is always valuable. It is to some extent dependent upon buildings, and whenever sentiment can be used to promote discipline or elevate the moral tone it should be taken advantage of. A building used for the two purposes of church services and gymnastics loses much of this desirable influence and in the end the economic gain through the combination is more than offset by the moral loss.

In addition to these three buildings, contractors are also at work upon an important enlargement of the administration house. This building was always too small for the needs of the institution and the Legislature having made provision for its enlargement a number of new rooms will be available within a short time. These will provide quarters for some of the employees and room for the managers and records.

The old assembly building is reconstructed and has been converted into schoolrooms. Heretofore, the accommodations for the organized classes have been too small and, in consequence about one-fourth of the girls in the reformatory were deprived of school-room instruction. By taking the whole assembly building for school purposes, room will be provided to accommodate the present population. The building, however, will not be large enough to furnish classrooms for an inmate population of more than 300. Ultimately, it will be necessary to erect a suitable industrial and school building with provision for all the classes made necessary by increase in the number of commitments, and wherein, also, some profitable industrial occupations may be followed.

In connection with the erection of new buildings, it is noticed that cottages 5 and 6 have been located too near to the refuge or prison building of this reformatory. There was no necessity for crowding the buildings together as has been done. It would have been much better to have located them at least one hundred feet from the refuge building. In case of a fire all the buildings will be in danger owing to the crowding together of the group.

The grading of the grounds around the older cottages has been marred during the progress of the construction work on the new buildings. As soon as all this work is finished the institution

grounds should be regraded wherever necessary and be restored to their original beauty.

During the year under the provisions of an act of the Legislature an effort was made by an electric railroad and power corporation to invade the grounds of the reformatory and lay a trolley track within a few feet of the cottages. Fortunately, a protest was made by the President of this Board and as a result the plan was not pressed, and what would have been a serious menace to the welfare and general discipline of the reformatory was averted.

The growth of the population of the State will require an enlargement of the reformatories for women. There are now only two of these institutions maintained by the State: the Western House of Refuge for Women at Albion, and the New York State Reformatory for Women at Bedford. As the population of each of these must naturally increase to at least 500 inmates within a comparatively short time, the Legislature should take immediate steps to acquire additional land suitable for building sites at both institutions. At this reformatory there is no land belonging to the State suitable for additional cottages, unless the new buildings be placed beyond a main highway and be thus completely separated from the rest of the institution. There is, however, suitable land which adjoins the site of the present buildings. This should be obtained from its owners either by purchase or condemnation. This has been recommended in previous reports of the State Board of Charities and is again suggested as an urgent need.

The State Board of Charities recommends for this institution the following appropriations, or so much thereof as may be necessary:

For one new cottage for inmates, \$25,000; for construction of hospital, \$10,000; for the purchase of the Denio farm, \$3,000; for cement walks, \$500; for a watchman's clock, \$250; for extraordinary repairs and equipment, \$1,000, making the special appropriations recommended \$39,750; for maintenance, \$55,000, making the total appropriations approved \$94,750.

## **NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD, WESTCHESTER COUNTY.**

Established 1892.

This institution has capacity for 229 inmates. The number of inmates present October 1, 1905, was 227 and 132 were admitted

during the year. Ninety-five were paroled, 20 were discharged by expiration of sentence, two died and 13 were otherwise discharged, thus leaving 229 present October 1, 1906, of whom 8 were infants. The average number present during the year was 228, and the average weekly cost of support, including the value of home and farm products consumed, \$4.48; excluding this value, \$4.40.

The receipts for the fiscal year ending September 30, 1906, were: From cash balance of the previous year, \$572.23; from special appropriations, \$16,636.92; from unexpended appropriations of former years, \$9,820; from general appropriations, \$42,280; from all other sources, \$33.11; total, \$69,342.26.

The ordinary expenditures during the year were: For salaries of officers, wages and labor, \$24,367.46; for provisions, \$11,178.66; for household stores, \$1,406.81; for clothing, \$3,225.76; for fuel and light, \$7,570.59; for hospital and medical supplies, \$273.67; for transportation and traveling expenses, \$763.47; for shop, farm and garden supplies, \$1,291.54; for ordinary repairs, \$196.72; for expenses of managers, \$178.58; for remittance to State Treasurer, \$33.11; and for all other ordinary expenses, \$1,760.77; total ordinary expenditures, \$52,247.14.

The expenditures for buildings, improvements and extraordinary repairs was \$16,636.92, making the total expenditures \$68,884.06, and leaving a cash balance of \$458.20, at the close of the year.

Of the expenditures for maintenance during the year 46.7 per cent. was for salaries, wages and labor, 21.4 per cent. for provisions, 2.7 per cent. for household stores, 6.2 per cent. for clothing, 14.5 per cent. for fuel and light, .5 of 1 per cent. for hospital and medical supplies, 1.5 per cent. for transportation and traveling expenses, 2.5 per cent. for shop, farm and garden supplies, .4 of 1 per cent. for ordinary repairs, .3 of 1 per cent. for expenses of managers, and 3.3 per cent. for all other ordinary expenses.

Chapter 683. Laws of 1906 (Appropriation Bill), appropriated for maintenance of the institution, and for the transportation of those committed to it, \$55,000.

Chapter 374, Laws of 1906 (special act), appropriated for completing cottages five and six, and employees' cottage, including steam, water, sewer and lighting connections, \$11,300; barn and root cellar, \$2,675; new stack and repairing wall of boiler house,



\$4,000; duplicate feed pump and governor, \$200; repairs and equipment, \$1,000.

Chapter 686, Laws of 1906 (Supply Bill), appropriated for the payment of increased salaries and wages of officers and employees in accordance with the action of the Salary Classification Commission, \$720. And reappropriated the unexpended balances under chapter seven hundred and twenty-four, laws of 1904, for disciplinary building, \$116.48; steam heater for hospital, \$250; and under chapter seven hundred and twenty-nine, laws of 1904, for installing heater and shower bath in disciplinary building, \$140.

The maintenance appropriation amounted to \$55,720, the special appropriation to \$19,175, and the reappropriation to \$506.48, making the total appropriation available, \$75,401.48.

The new cottages for which an additional appropriation was made by chapter 374 of the Laws of 1906, have progressed rapidly toward completion during the autumn of 1906 and it is believed that they will be ready for the reception of inmates by the first of March, 1907. The other improvements contracted for under the same appropriation are under way, and will be completed during the year.

As in other State Institutions intended for the reformation of young women and girls, there has been a large number of admissions during the fiscal year ending September 30, 1906; and although 130 inmates were paroled or discharged, the number at the close of the year had increased. One of the consequences is the urgent necessity for additional facilities for the care and training of delinquent women. The Legislature of 1906 provided for the completion of new cottages 5 and 6, but it is also necessary that a building for industrial purposes be added to the present group of buildings. At the present time industrial work is carried on in buildings used and intended for dormitories. This plan interferes with the regular domestic training and makes it impossible to have the regular instruction and equipment for industrial work needed for the best results. The addition of an industrial building will relieve the present overcrowded condition in the cottages and open up to the general service the rooms which are now devoted to work.

This institution has found it exceedingly difficult to retain men employees owing to the fact that there are no houses in the neighborhood which can be rented; the State has recognized this difficulty and provided two cottages for employees, but to accommodate

all the employees who must be at the institution ready to respond to calls for service by day and night, another cottage is necessary.

All institutions require constant repairs and additions to their general equipment, and if these are not provided for out of the general appropriation for maintenance, a special appropriation is necessary for them.

The State Board of Charities recommends for this institution the following appropriations, or so much thereof as may be necessary.

For an industrial building, \$25,000; for a cottage for employees, \$3,000; for extraordinary repairs and equipments, \$1,000, making the special appropriations recommended \$29,000; for maintenance, \$65,000, making the total appropriations approved \$94,000.

**SOCIETY FOR THE REFORMATION OF JUVENILE  
DELINQUENTS IN THE CITY OF NEW YORK,  
USUALLY KNOWN AS "THE HOUSE OF REFUGE,"  
RANDALL'S ISLAND, NEW YORK CITY.**

Established 1824.

This institution has capacity for 850 inmates. The number of boys present October 1, 1905, was 594, and 398 were admitted during the year, making the total number under care 992. During the year 377 were discharged, leaving the number present October 1, 1906, 615. The average number during the year was 614, and the average weekly cost of support, including the value of home and farm products consumed, \$5.41; excluding this value, \$4.78.

The receipts during the year ending September 30, 1906, were: From cash balance of the previous year, \$2,011.13; from special appropriations, \$10,200.34; from unexpended appropriations of former years, \$7,500; from general appropriations, \$130,000; from all other sources, including \$14,182.50 from the board of education, New York City, \$15,341.12; total, \$165,052.59.

The ordinary expenditures for the year were: For salaries of officers, wages and labor, \$69,969.90; for provisions, \$34,409.56; for household stores, \$3,295.65; for clothing, \$15,017.28; for fuel and light, \$17,958.36; for hospital and medical supplies, \$409.29; for transportation and traveling expenses, \$329.73; for shop, farm and garden supplies, \$6,594.67; for ordinary repair-

\$896.64; for expenses of managers, \$597.23; for remittance to State Treasurer, \$1,158.62; for all other ordinary expenses, \$3,502.56; total ordinary expenditures, \$154,139.49.

The extraordinary expenditures were \$10,436.53 for extraordinary repairs, making the aggregate expenditures for the year, \$164,576.02. The cash balance at the close of the year was \$476.57, and there was no outstanding indebtedness.

Of the expenditures for maintenance during the year 45.7 per cent. was for salaries, wages and labor, 22.5 per cent. for provisions, 2.1 per cent. for household stores, 9.9 per cent. for clothing, 11.7 per cent. for fuel and light, .3 of 1 per cent. for hospital and medical supplies, .2 of 1 per cent. for transportation and traveling expenses, 4.3 per cent. for shop, farm and garden supplies, .6 of 1 per cent. for ordinary repairs, .4 of 1 per cent. for expenses of managers, and 2.3 per cent. for all other ordinary expenses.

Chapter 683, Laws of 1906 (Appropriation Bill), appropriated for maintenance and rewards to inmates and repairs and betterments of tools and equipment and furniture, and for necessary tools to properly conduct the trade school and common schools and military system and photographing of inmates, \$80,000.

Chapter 374, Laws of 1906 (special act), appropriated for additional electric equipment, \$5,000; repairs and equipment, \$7,000.

Chapter 686, Laws of 1906 (Supply Bill), appropriated for the payment of increased salaries of officers and employees in accordance with the action of the Salary Classification Commission, \$1,060. And reappropriated the unexpended balances under chapter 729, Laws of 1904, for repairs and equipment, \$891.34.

The maintenance appropriation amounted to \$81,060, the special appropriation to \$12,000 and the reappropriation to \$891.34, making the total appropriation available, \$93,951.34.

While this institution continues to do good work in the training of the delinquent boys committed to its care, so far as progress and expansion is concerned, it may be said to be only marking time.

The Legislature, by Chapter 718 of the Laws of 1904, has established the New York State Training School for Boys and appointed a commission to select a suitable tract of land upon which to erect buildings. The difficulties experienced by the commission have prevented the final selection of the land up to the present time. Although a number of farms have been offered and have been

carefully examined, its final decision and selection remains in abeyance. Before the adjournment of the Legislature of 1907, doubtless the commission will report a selection to the Legislature, and the required appropriation should be made to pay for the land and necessary buildings.

At present the House of Refuge on Randall's Island is not properly arranged for the best work for juvenile delinquents. It is a large barrack with no land for farm purposes. The limited area of the island does not furnish room for the farm work and athletic exercises in which boys should be trained. The building itself is practically a prison, although this feature is in part relieved by the excellent school training offered the inmates. In fact the construction of the House of Refuge and the insufficient opportunities for general industrial training are opposed to modern ideas and methods for the reformation of delinquent youth.

Its proximity to the city of New York is a disadvantage. The lure of the city is ever present, and the view of its buildings constantly excites the imagination of the boys. They need the country air, the influence of the open life and the association with nature which is impossible under present conditions.

The removal of the State Industrial School from Rochester to its great farm at Rush has practically been accomplished and the results of the change from city environments to the country are inspiring. All of good that had been prophesied seems within reach, and the progress already made indicates the complete success of this experiment in philanthropy. The experience of the State thus far gives assurance that the removal of the House of Refuge to the country will result in a most desirable change in its present methods of training delinquent boys.

Pending the removal of the institution the training methods should be adapted to the needs of the boys as far as possible. The State should not make appropriations for new buildings on Randall's Island, but it is essential that the existing buildings or those parts which are in constant use be kept in good repair. For this reason there should be a liberal appropriation for ordinary repairs and for such replacement of the equipment as becomes necessary.

The appropriation for maintenance also should be sufficient to cover all ordinary needs besides liberal provision for food and clothing and for the educational supplies which the work in the institution demands.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For repairs and equipment, \$8,500; for maintenance, \$150,000; making the total appropriations approved, \$158,500.

**SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN,  
SYRACUSE, ONONDAGA COUNTY.**

Established 1851.

This institution has capacity for 546 inmates. The number of inmates October 1, 1905, was 528, and 74 were admitted during the year, making the total number under care, 602. During the year 55 were discharged and 6 died, leaving 541 on the rolls of the institution October 1, 1906. The average number present during the year was 510, and the average weekly cost of support, including the value of home and farm products consumed, \$4.13; excluding this value, \$3.53.

The receipts during the year ending September 30, 1906, were: From cash balance at the close of the previous year, \$758.36; from special appropriations, \$2,392.26; from general appropriations, \$93,499.96; from the sale of farm and garden produce, \$653.76; from labor of inmates, \$30.78; from counties, towns and cities, \$9,661; from individuals for the support of inmates, \$1,909.99; from sources not classified, \$157.32; total, \$109,063.43.

The ordinary expenditures during the year were: For salaries of officers and teachers, \$12,817.70; for wages and labor, \$25,370.44; for provisions, \$20,795.04; for household stores, \$4,370.77; for clothing, \$7,515.72; for fuel and light, \$12,514.69; for hospital and medical supplies, \$1,000.44; for transportation and traveling expenses, \$39.51; for shop, farm and garden supplies, \$5,354.76; for ordinary repairs, \$869.10; for expenses of managers, \$123.68; for remittance to State Treasurer, \$12,412.85; for all other ordinary expenses, \$3,149.10; total, \$106,333.80.

There was also expended for improvements, \$2,392.26, making the total expenditures for the year, \$108,726.06. There was no indebtedness and the assets were: balance in cash, \$337.37; due from counties, towns and cities, \$460; due from individuals, \$19.18, a total of \$1,116.55.

Of the expenditures for maintenance during the year 40.7 per cent. was for salaries, wages and labor, 22.1 per cent. for provisions, 4.7 per cent. for household stores, 8 per cent. for clothing, 13.3 per cent. for fuel and light, 1.1 per cent. for hospital and medical supplies, 5.7 per cent. for shop, farm and garden supplies, .9 of 1 per cent. for ordinary repairs, .1 of 1 per cent. for expenses of managers, and 3.4 per cent. for all other expenses, including a small outlay for transportation and traveling expenses.

Chapter 686, Laws of 1906 (Appropriation Bill), appropriated for maintenance, \$82,000.

Chapter 374, Laws of 1906 (special act), appropriated for painting the exterior woodwork of institution building, \$1,200; root and vegetable cellar at Fairmount farm, \$900; completing plumbing improvements, shower baths, including outside closets and sewer, \$2,800; repairs and equipment, \$1,000.

Chapter 686, Laws of 1906 (Supply Bill), appropriated as a refund for maintenance and the development and extension of the agricultural and industrial departments, \$12,676.36; to reimburse the maintenance fund for expenditures incurred during typhoid fever epidemic, \$1,464.96. And reappropriated the unexpended balance under chapter six hundred and fifty-two, laws of 1904, for plumbing improvements and shower baths, \$857.62.

The maintenance appropriation amounted to \$96,141.32, the special appropriation to \$5,900, and the reappropriation to \$857.62, making the total appropriation available, \$102,898.94.

Although the Syracuse State Institution for Feeble-Minded Children has during the year transferred 18 of its older inmates to the Custodial Asylum at Newark and Rome, 45 per cent. of the inmates who remain are out of place in that institution and should be under strict custodial care in the asylums intended for the feeble-minded. If this institution ever fully accomplishes the object for which it was founded, the education and training of feeble-minded children, it will be only when it is relieved from the present custodial feature, and is fully organized as a school. There are many feeble-minded children now in family homes and asylums who could be trained in this institution if places were opened to them and the institution were conducted strictly as a school for feeble-minded children. All the older inmates, of whom there is a large number, some between 50 and 60 years of age, should be removed to other institutions, and an effort be made to secure the attendance of the feeble-minded children of

State who need, but are now deprived of, careful training and oversight.

In the way of improvements during the year, the work of renewing the plumbing has been continued, but further repairs should be made to remove the unsanitary conditions which heretofore have resulted in periodic outbreaks of fever. Among other requirements the domestic department needs an enlargement of the refrigerator for the preservation of food supplies; the office should have a safe for the records and valuable papers, and in the class rooms two pianos are needed to take the place of instruments that are no longer serviceable.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For extraordinary repairs and equipment, \$1,500; for enlarging and remodeling the henery at the Fairmount farm, \$300; for the purchase of two new pianos for the school rooms, \$500; to provide a safe or vault for the preservation of valuable books and records, \$350; for improving the refrigerating room in the men's building, \$300, making the special appropriations recommended \$2,950; for maintenance, \$84,000, making the total appropriations approved \$86,950.

## STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN, NEWARK, WAYNE COUNTY.

Established 1878.

This asylum has capacity for 600 inmates. The number of inmates October 1, 1905, was 597, and 25 were admitted during the year, making the total number under care 622. During the year 16 were discharged and 13 died, leaving the number present October 1, 1906, 593. The average number during the year was 599, and the average weekly cost of support, including the value of home and farm products consumed, \$2.54; excluding this value, \$2.36.

The receipts during the year ending September 30, 1906 were: From cash balance at the close of the previous year, \$749.57; from special appropriations, \$23,885.85; from deficiency appropriations, \$3,000; from general appropriations, \$70,344; from all other sources, \$82.98; total, \$98,062.40.

The ordinary expenditures for the year were: For salaries of officers and employees, \$28,876.77; for provisions, \$20,284.49; for household stores, \$3,838.56; for clothing, \$3,663.65; for fuel and light, \$9,296.12; for hospital and medical supplies, \$661.98; for shop, farm and garden supplies, \$4,011.03; for ordinary repairs, \$425.45; for expenses of managers and officers, \$363.18; for remittance to State Treasurer, \$82.98; for all other ordinary expenses, \$2,220.60; total ordinary expenditures, \$73,724.81.

The extraordinary expenditures were \$23,885.85, of which \$17,758.94 was for buildings and improvements, \$3,071.22 for extraordinary repairs, and \$3,055.69 for all other extraordinary expenses, making the total expenditures for the year, \$97,610.66, and leaving as balance in cash at the close of the fiscal year, \$451.74.

Of the expenditures for maintenance during the year, 39.2 per cent. was for salaries, wages and labor, 27.5 per cent. for provisions, 5.2 per cent. for household stores, 5 per cent. for clothing, 12.6 per cent. for fuel and light, .9 of 1 per cent. for hospital and medical supplies, 5.5 per cent. for shop, farm and garden supplies, .6 of 1 per cent. for ordinary repairs, .5 of 1 per cent. for expenses of managers and officers, and 3 per cent. for all other ordinary expenses.

Chapter 683, Laws of 1906 (Appropriation Bill), appropriated for maintenance, and for other necessary expenses, \$82,000.

Chapter 374, Laws of 1906 (special act), appropriated for additional boiler set complete, \$3,500; fire escapes, cottages H and I, \$1,200; completing and furnishing superintendent's house, \$1,500; sidewalks and roads, \$1,000; furnishings for cottages H and I, \$4,000; repairs and equipment, \$1,500.

Chapter 686, Laws of 1906 (Supply Bill), appropriated to supply deficiency in maintenance, \$3,000; for increased salaries and wages of officers and employees, in accordance with the action of the Salary Classification Commission, \$344.

The maintenance appropriation amounted to \$85,344, and the special appropriation to \$12,700, making the total appropriation available, \$98,044.

This institution was established for the care and protection of feeble-minded women, particularly those of the child-bearing age. Since its opening the pressure for admission has taxed its capacity, and for a number of years past there has been a large and increasing waiting list of applications from county superintendents.



poor and others for the admission of feeble-minded women who are fit subjects for its care.

Chapter 225 of the Laws of 1896, by Section 6, prohibits the maintenance of idiots in almshouses, and Section 377 of the Penal Code makes it a misdemeanor to confine such a person in any place other than one authorized by law, but owing to the fact that the State has not made sufficient provision for the care of its feeble-minded dependents, a very large number of women who should be under strict custodial care, are now maintained in almshouses and other institutions at the expense of the public or are permitted to live in unrestricted freedom, which is dangerous to themselves and to the morals of society.

In all of its recent annual reports to the Legislature this Board has called attention to the urgent need for the enlargement of the State institutions for the care of the feeble-minded and has recommended that adequate appropriations be made for the purpose. A number of cottages have been erected for this institution in recent years and one is now under construction, but unfortunately there has been unnecessary delay in its completion. There might be a more determined effort on the part of the State Architect to enforce the provisions of building contracts which fix definite periods within which buildings are to be completed. If the Board of Managers and the State Architect would protect the State by the enforcement of the penalties for unnecessary delays, much of the present waste of time might be avoided and this institution be soon completed.

Three more cottages, in addition to that now under way, will take up all the available ground suitable for dormitory purposes. The institution will then be able to care for an inmate population of about 1,000. It would seem that appropriations should be made to complete this institution as soon as possible and thereby relieve in some degree, the pressure for admission of the feeble-minded women who should be under State care.

Besides new cottages the institution needs an additional electric light dynamo and engine. The asylum should have an ample equipment for light and power; but the present dynamo is likely to break down at any time, in which event the institution would be dependent upon candles for illumination. The feeble-minded inmates would be difficult to control in such event, and there would be serious danger of fire, which might destroy many lives. The installation of an additional dynamo and engine would provide for emergencies.

Among other improvements the new cottages, H and I, need water heaters and also cisterns for their soft water supply. Fire protection hydrants connected with water mains should be installed, and a telephone exchange is necessary to connect the widely scattered buildings.

In addition to these items the large amount of coal used each year makes a coal trestle desirable that there may be proper storage and no delay in unloading the cars.

Two cottages with basements in very unsanitary condition need repairs. They were built on plans which were pronounced unsatisfactory at the time, and the basements have been sources of trouble since the cottages were first occupied. The rotting floors are now a menace to health and should be removed and other necessary repairs be made without delay.

The State Board of Charities recommends for this institution the following appropriations, or so much thereof as may be necessary:

For extraordinary repairs to two cottage dormitories, \$2,500; for an auxiliary electric light dynamo and engine, set up complete, \$3,500; for water heater for cottages H and I and for cisterns, \$2,500; for telephone system, \$1,000; for coal trestle, \$1,000; for grading walks and roads, \$1,000; for hydrants, \$300; for payment for water mains and pipes to the village of Newark, \$400; for pianos for the new cottages, \$750; making the special appropriations recommended \$12,950; for maintenance, \$82,000; making the total appropriations approved \$94,950.

### ROME STATE CUSTODIAL ASYLUM, ROME, ONEIDA COUNTY.

Established 1898.

The asylum has at present capacity for 750 inmates. The number of inmates October 1, 1905, was 733, and 66 were admitted during the year, making the total number under care 799. Of these 34 died and 13 were discharged, thus leaving 752 present October 1, 1906, of whom 494 were males and 258 females. The average number during the year was 732, and the average weekly cost of support, including the value of home and farm products consumed, \$3.07; excluding this value, \$2.68.

The receipts during the year were: From cash on hand at the beginning of the year, \$1,117.69; from special appropriations, \$71,077.82; from unexpended appropriations of former year

\$20,500; from general appropriations, \$83,000; total, \$175,695.51.

The ordinary expenditures were: For salaries of officers and employees, \$42,552.48; for provisions, \$23,851.24; for household stores, \$3,662.12; for clothing, \$5,554.21; for fuel and light, \$13,447.74; for hospital and medical supplies, \$547.42; for shop, farm and garden supplies, \$7,913.58; for ordinary repairs, \$1,462.64; for expenses of managers, \$405.72; for all other ordinary expenses, \$2,652.35; total, \$102,049.50.

The total extraordinary expenditures were \$71,077.82 for buildings and improvements, for extraordinary repairs and all other extraordinary expenses making the aggregate expenditures for the year \$173,127.32, and the cash on hand October 1, 1906, \$2,568.19.

Of the expenditures for maintenance 41.7 per cent. was for salaries, wages and labor, 23.4 per cent. for provisions, 3.6 per cent. for household stores, 5.4 per cent. for clothing, 13.2 per cent. for fuel and light, .5 of 1 per cent. for hospital and medical supplies, 7.8 per cent. for shop, farm and garden supplies, 1.4 per cent. for ordinary repairs, .4 of 1 per cent. for expenses of managers, and 2.6 per cent. for all other ordinary expenses.

Chapter 683, Laws of 1906 (Appropriation Bill), appropriated for maintenance, \$115,000.

Chapter 374, Laws of 1906 (special act), appropriated for employees' building, \$50,000; furnishing Brush farm, \$1,000; sewage disposal plant, \$2,000; high pressure main to ward building J, \$4,000; employees' cottage, \$1,500; repairs and equipment, \$3,500.

Chapter 686, Laws of 1906 (Supply Bill), appropriated for increased salaries and wages of officers and employees, in accordance with the action of the Salary Classification Commission, \$505, and reappropriated the unexpended balances under chapters seven hundred and twenty-seven, and seven hundred and twenty-nine, laws of 1904, for addition to laundry, \$891.59; repairs and equipment, \$122.15; ward building J, \$32,676.99; wiring in cottages C, D and E, \$682.28; fruit and shade trees, \$420.31; ice pond, \$277.22; constructing ice house, \$1,200; and under chapter seven hundred three, laws of 1905, for dormitory buildings and equipping the same, \$59,130.99.

The maintenance appropriation amounted to \$115,505, the special appropriation to \$62,000, and the reappropriation to \$95,401.53, making the total appropriation available, \$272,906.53.

The State Board of Charities has heretofore advised that arrangements be made for the removal of all feeble-minded women and girls from this institution to the State Custodial Asylum for Feeble-Minded Women at Newark. It has had in view the ultimate congregation of all dependent feeble-minded and idiotic men and boys where, completely separated from the other sex, they may have opportunities for proper employment. Before this plan can be carried out the Asylum for Feeble-Minded Women at Newark must be completed by making provision in cottages for a maximum capacity of 1,000 inmates. It will also require the construction of an additional asylum elsewhere in which may be properly maintained the dependent feeble-minded women who no longer need the special care of this institution, but are not fit subjects to send to the almshouses. If this general plan is followed it will open the dormitories now occupied by women in the State Custodial Asylum at Rome to feeble-minded and idiotic men and boys maintained in almshouses and other institutions at the expense of the counties, and thereby relieve to a very large degree the unfortunate conditions which now prevail.

For the class of male dependent feeble-minded able to work the State Custodial Asylum at Rome is capable of large expansion by the purchase of surrounding land and the establishment of small working colonies under proper supervision. To make working colonies successful and safe requires the absolute separation of the sexes, and this can be accomplished only by the removal of the women and girls to another institution. Already the colony experiment at Rome has proved to some degree successful. It has not been in operation long enough to state results statistically, but under proper supervision there is no reason to doubt that colonies connected with the Rome State Custodial Asylum will do as satisfactory work as the one at Fairmount, which for a number of years has been maintained as an annex by the Syracuse State School for Feeble-Minded Children. The purchase during the past year of a small farm adjoining the asylum lands at Rome provided an opportunity for the experiment, and since the purchase about twenty of the higher grade of able-bodied feeble-minded young men have lived in the farmhouse. There is need, however, that more land for similar colonies should be added to the present asylum property by the purchase of adjoining farms. The farm cottages thereon will serve as dormitories for the colonists.

The State Board of Charities finds that in the new building at this institution some of the living rooms are located in the basement, a plan which has proven elsewhere unsatisfactory and unsanitary, especially in rural localities and where the grounds are liable to dampness. The experience of the State Custodial Asylum at Newark, where similar basements were planned by the State Architect, has been unfortunate. Floors have rotted and are now in such a condition that the health of the inmates in two of the new buildings is jeopardized. To repeat such conditions in the new buildings at Rome is entirely wrong.

The Board of Managers of the Rome State Custodial Asylum has made a protest against the careless method of supervision of the contract work during the progress of this new building. They think, and rightly, that the interests of the State demand more efficient supervision from the State Architect's department than has been given to the buildings in course of construction. Costly work of this character should be closely supervised to prevent the use of poor materials and unsatisfactory workmanship.

Under date of November 5, 1906, the Managers report that "Inspection by the State Architect on all the above noted work (ward building "J" and the new employees' building) is very infrequent averaging not more than half a day once in two weeks. This is surely very inadequate inspection on contract work amounting to nearly \$150,000." On December 3, 1906 they state—"Again we have to report that work is progressing very slowly on the new ward building "J" and the contractor on the new employees' building has done nothing on his work since our report a month ago." On January 7th, as this report is going through the press, the managers of the institution report—"The progress of the work under contract about the institutions, new buildings, etc., is progressing very slowly indeed, and, because of infrequent inspections as commented on in previous reports, especially in our report of November 5th, irregularities have been found in connection with the construction of ward building "J" in which building specifications have not been followed, and now in order to make the work conform to specifications, all the floors which are down and finished must be taken up, and to do this properly all the baseboards must be removed; thus necessitating, if this is done, a further delay of a month or six weeks in occupying this building. The other alternative is to

accept a deduction from the contract price in lieu of work not done according to specifications. \* \* \* It would appear in many instances that contractors because of lack of proper inspection (and by proper inspection we mean continuous inspection) feel that they can cover up work which does not correspond to specifications \* \* \* \* \* In connection with the construction of the employees' building the contractor has been most negligent in his work. In excavating for the building he has exposed the foundation of another building and has made no effort to protect this exposed foundation from injury by the frost."

From these quotations it is evident that there is not sufficient inspection given to the contract work under the supervision of the State Architect's Department, and steps should be taken to protect the interests of the State.

Among other needs the old building, C, requires reconstruction. This is one of the original buildings purchased when the asylum was established. Its north end should be changed that there may be better arrangements for the care of the inmates. A hospital building is essential to accommodate the inmates who become sick. This institution is large and its inmates are of enfeebled vitality. Many of them require constant medical attention, and there should be a hospital building properly arranged to give efficient care to about fifty patients.

A coal trestle is needed for the reception and storage of coal at the railroad. At present coal must be unloaded from the cars into the wagons which convey it to the asylum. This causes delay and oftentimes a charge for detention of the cars. A trestle can be located much nearer to the institution than the place where coal is now unloaded, thus saving time and expense in hauling.

Furniture should be provided for the new dormitories and also for an employees' building. The contract for an employees' building has been awarded and the building will be ready for occupancy in the summer of 1907. In order to make the building available as soon as constructed, furniture should be provided for at this time.

The State Board of Charities recommends for this institution the following appropriations, or so much thereof as may be necessary:

For the reconstruction of the north end of building C, \$4,500; for furnishing for employees' building and new dormitories, \$5,000; for the purchase of additional land for building purposes, \$5,000; for a coal trestle, \$1,000; for a hospital to accommodate

fifty patients and necessary attendants, \$35,000; for a tile floor in the serving room, \$1,000; for a granolithic floor in the engine room, \$500; for extraordinary repairs and equipment, \$3,500, making the special appropriations recommended, \$55,500; for maintenance, \$140,000, making the total appropriations approved \$195,500.

### CRAIG COLONY FOR EPILEPTICS, SONYEA, LIVINGSTON COUNTY.

Established 1894.

The Colony has at present capacity for 1,050 inmates. The number of inmates October 1, 1905, was 1,050, and 194 were admitted during the year, making the total number under care 1,244. Of these 133 were discharged and 58 died, thus leaving 1,053 present October 1, 1906, of whom 577 were men and boys and 476 women and girls. The average number present during the year was 1,046, and the average weekly cost of support, including the value of home and farm products consumed, \$3.52; excluding this value, \$3.12.

The receipts during the year ending September 30, 1906, were: From cash on hand at the beginning of the year, \$1,936.15; from special appropriations, \$53,565.98; from general appropriations, \$167,900; from the sale of farm and garden produce and miscellaneous sales, \$7,018.02; from counties, towns and cities, \$10,472.94; from individuals for the support of inmates, \$4,407.64; total, \$245,300.73.

The ordinary expenditures were: For salaries of officers, wages and labor, \$68,656.61; for provisions, \$42,342.18; for household stores, \$8,144.57; for clothing, \$11,169.48; for fuel and light, \$22,593.58; for hospital and medical supplies, \$2,938.47; for transportation and traveling expenses, \$55.36; for shop, farm and garden supplies, \$7,086.19; for ordinary repairs, \$1,289.43; for expenses of managers, \$1,128.65; for remittance to State Treasurer, \$21,898.60; for all other ordinary expenses, \$4,420.80; total, \$191,723.92.

The extraordinary expenses were: For buildings and improvements, \$35,050.12; for extraordinary repairs, \$9,567.03; for all other extraordinary expenses, \$8,948.83; total, \$53,565.98, making the aggregate expenditures for the year, \$245,289.90, and leaving a cash balance of \$10.83 at the close of the year.

The assets October 1, 1906, were the balance in cash, \$10.83, and \$836.73 due from counties, cities and towns; total, \$847.56.

Of the expenditures for maintenance 40.4 per cent. was for salaries, wages and labor, 24.9 per cent. for provisions, 4.8 per cent. for household stores, 6.6 per cent. for clothing, 13.3 per cent. for fuel and light, 1.7 per cent. for hospital and medical supplies, 4.2 per cent. for shop, farm and garden supplies, .8 of 1 per cent. for ordinary repairs, .7 of 1 per cent. for expenses of managers, and 2.6 per cent. for all other ordinary expenses, including a small outlay for transportation and traveling expenses.

Chapter 683, Laws of 1906 (Appropriation Bill), appropriated for maintenance, \$175,000.

Chapter 374, Laws of 1906 (special act), appropriated for service building in women's group, to include sewing, school, industrial and exercise rooms, \$12,000; two-story and basement brick building for storage of fire apparatus supplies and for additional fire protective appliances, \$6,000; furnishings for two hundred patients, \$8,000; increasing the spring water supply, motor and pumphouse, \$1,400; moving Chestnut cottage and repairing same, \$1,800; verandas for four buildings in women's group, \$1,800; local and long-distance telephone, \$750; installing electric lighting and telephone wires in conduit in women's group, \$1,475; repairs and equipment, \$8,000; constructing steam conduit in Village Green, \$3,000; outside heating in connection with five new dormitories, \$2,500; outside plumbing in connection with five new dormitories, \$3,000; outside lighting in connection with five new dormitories, \$1,000.

Chapter 686, Laws of 1906 (Supply Bill), appropriated as a refund for maintenance and the development and extension of the agricultural and industrial departments, \$15,000; to provide for the payment of increased salaries and wages of officers and employees in accordance with the action of the Salary Classification Commission, \$3,738; to supply deficiency in the maintenance account, \$20,000; and reappropriated the unexpended balance under chapter 729, Laws of 1904, for sheds for sheep, \$1,000.

The maintenance appropriation amounted to \$213,738, the special appropriation to \$50,725, and the reappropriation was \$1,000, making the total appropriation available, \$265,463.

It will be noticed that the average daily inmate census of the Colony increased during the past year from 992 to 1,046. The additional patients were admitted after a new building was opened,



and since then none have been received, nor can any enter the Colony until the new cottages are ready. There are over 1,000 applications for admission on file, but this number, large as it is, does not show the dependent epileptics who should be under State care. In the borough of Manhattan alone the most recent report shows 704 dependent epileptics; when to this number those in the other boroughs of the city are added, it will be found that the epileptic dependents of the city of New York number more than the present inmate population of Craig Colony.

Under these circumstances the State Board of Charities recommends that prompt action be taken to relieve the situation by providing additional cottages for the colony. The growth of the colony makes a reclassification of the patients urgent. All unimprovable epileptics who cannot be benefited by the open colony treatment should be provided for elsewhere. All that these require is strict custodial care, humanely given, in a special group of buildings planned for such use. Other patients will be benefited by their separation from the custodial cases, and the general staff of the colony be relieved of a serious burden which it should not be asked to carry. The establishment of a new custodial asylum, preferably located in the eastern part of the State, arranged to receive as inmates not only the incurable, helpless epileptics, but also those inmates of existing State charitable institutions for defectives who need only strict custodial care, is, in the judgment of this Board, the best way to meet the needs of these dependent wards of the State at the present time. If this plan be followed, the 500 idiotic epileptics, insane epileptics, senile epileptics and other absolutely helpless and unimprovable inmates of Craig Colony can be removed and the accommodations which they occupy in the present dormitories can be opened to 500 improvable epileptic patients, applicants now on the waiting list, and in so far relieve the great pressure for admission to this institution. This plan will mark a new departure in the treatment of epilepsy in this State, make Craig Colony an institution for epileptics capable of improvement, and will give ample opportunity to its staff for scientific research which must prove ultimately of great value to the world.

In this connection another urgent need should be mentioned. At the present time Craig Colony has no room for young children. It should have a department wherein they can be treated. In epilepsy early control is needed if the disease is to be cured. Over

eighty per cent of all cases of epilepsy manifest the disease in early life, and it is desirable that the patients be under competent medical care as soon as epilepsy is diagnosed. If the reclassification suggested be carried out, provision can then be made for a children's department.

The five new buildings for patients will be ready for occupancy in the Fall of 1907. There has been unnecessary delay in their construction, and at the present time the work is not half done, although begun April 1, 1906. By the terms of the contract these buildings should have been completed December 20, 1906. The work of construction proceeded so slowly, however, that the Board of Managers extended the contract time for their completion to June 1, 1907. This protracted delay means the continuance of discomfort and distress in many homes throughout the State as well as additional expense to the several counties for the maintenance elsewhere of epileptics who should be in Craig Colony.

The service building in the women's group, for which the Legislature of 1906 made an appropriation of \$12,000, is being erected on plans which were modified after approval in order to bring the cost of the building within the appropriation. The estimates of the cost of buildings for the State charitable or reformatory institutions should be more carefully made that the Legislature may have exact and definite information upon which to base its appropriations. To cut out of plans and specifications essential features with the expectation of securing additional appropriations for their installation at some future time, is deceptive and misleading. It is a method which the State Board of Charities does not and will not approve.

Another building is needed to complete the women's group as originally planned. In addition to this the main laundry should be extended and the laboratory be enlarged. Another important need is a pavilion for the segregation and proper medical treatment of tubercular patients, of whom there are a large number in the Colony. Such a pavilion should be an annex to the hospital, and provide care for patients, which it is impossible to give under present conditions.

The State Board of Charities recommends for this institution wing appropriations, or so much thereof as may be

remitory for fifty female patients in the women's building construction, heating, lighting and plumbing, an addition to the pathological laboratory, including

construction, heating, plumbing and lighting and woodwork fixtures inside, \$4,000; for an extension to the laundry plant, including necessary additional equipment of new and old plant, \$15,500; for a mile of stone roadway on the Craig Colony estate proper, \$3,000; for grading, for cement walks and for planting in the men's and women's divisions, \$2,500; for four cottages for employees, similar in type and design to cottages at present in use, \$7,000; for scientific books, instruments, laboratory and hospital equipment, \$1,200; for extraordinary repairs and equipment, \$5,000, making the special appropriations recommended, \$63,200; for maintenance, \$185,000, making the total appropriations approved \$248,200.

### **NEW YORK STATE SOLDIERS AND SAILORS' HOME, BATH, STEUBEN COUNTY.**

Established 1878.

This institution has capacity for 2,000 inmates. The number of members October 1, 1905, was 1,792, exclusive of 366 enrolled but absent; the admissions during the year were 1,177; total for the year, 3,335. There were 906 discharged and dropped out during the year, 182 died and 353 were absent, thus leaving at the close of the year, 1,894 actually in the institution, and a total enrollment of 2,247. The average number present during the year was 1,865, and the average weekly cost of support, including the value of home and farm products consumed, \$2.51; excluding this value, \$2.40.

The total receipts of the institution for the fiscal year ending September 30, 1906, were: From cash balance of the previous year, \$27,863.81; from special appropriations, \$20,526.85; from general appropriations, \$240,000; from all other sources, \$1,700.12; total, \$290,090.78.

The ordinary expenditures were: For salaries of officers, wages and labor, \$75,088.30; for provisions, \$88,512.92; for household stores, \$5,458.94; for clothing, \$24,324.02; for fuel and light, \$20,477.16; for hospital and medical supplies, \$4,737.13; for transportation and traveling expenses, \$378.85; for shop, farm and garden supplies, \$6,380.35; for ordinary repairs, \$970.70; for expenses of trustees, \$352.12; for remittance to State Treasurer, \$1,700.12; for all other ordinary expenses, \$6,263.28; total, \$234,643.89.

The extraordinary expenditures were \$16,933.04 for buildings and improvements, making the aggregate expenditures for the year \$251,576.93, and leaving at the close of the year a cash balance of \$38,513.85, of which \$17,965.52 reverted to the State.

Of the expenditures for maintenance during the year, 32.2 per cent. was for salaries, wages and labor, 38 per cent. for provisions, 2.4 per cent. for household stores, 10.4 per cent. for clothing, 8.8 per cent. for fuel and light, 2 per cent. for hospital and medical supplies, .2 of 1 per cent. for transportation and traveling expenses, 2.7 per cent. for shop, farm and garden supplies, .4 of 1 per cent. for ordinary repairs, .2 of 1 per cent. for expenses of trustees, 2.7 per cent. for all other ordinary purposes.

Chapter 683, Laws of 1906 (Appropriation Bill), appropriated for maintenance and for the transportation of applicants for admission, \$240,000.

Chapter 374, Laws of 1906 (special act), appropriated for bakery buildings and ovens, \$8,400; cement floor in the dish wash-room, \$300; grading and laying out roads and setting trees in new cemetery, \$500; repairs and equipment, \$8,000.

Chapter 686, Laws of 1906 (Supply Bill), appropriated for increased salaries and wages of officers and employees in accordance with the action of the Salary Classification Commission, \$1,424; and reappropriated the unexpended balances under chapters 658, Laws of 1904, and 703, Laws of 1905, for work-horse stable and wagon shed, \$70.98; installing check valves on discharge from each of forty-six traps, \$122.45; washing machine for hospital, setting engine to run the same, installing galvanized iron fire line in convalescent barracks with reel, hose, valves and nozzle, and centrifugal pump at sewer house, and removal of engine and repairing the same, \$1,709.42.

The maintenance appropriation amounted to \$241,424, the special appropriation to \$17,200, and the reappropriation to \$1,902.85, making the total appropriation available \$260,526.85.

The special appropriations made by the Legislature of 1905 for repairs and improvements have been expended, but those made by the Legislature of 1906 are available. The principal item is \$8,400 for a bakery and \$3,818.66 was in hand on October 1, 1906, for "repairs and equipment."

On the first day of May, 1906, Major P. J. O'Connor, quartermaster for many years, tendered his resignation and accepted

the position of superintendent of the Woman's Relief Corps Home. The vacancy caused by his resignation has not been filled. The principal part of the work formerly done by the quartermaster is now done by the Commandant.

The increase in the number of dependent veterans in the State is shown by the number of members in this Home. The present total enrollment is 2,247, of whom 1,894 were present at the close of the fiscal year, September 30, 1906. The daily average attendance was 1,865, which is 45 more than for the previous year, and the largest average attendance since the establishment of the Home, and there is every prospect that the total membership will increase to more than 2,500 before the winter is passed.

There were 1,808 pensioners at the close of the fiscal year, and \$19,151.75 per month was paid to them, of which sum one-half is usually deposited immediately with the treasurer of the Home. From this source he received during the year \$261,705.49. Of this, \$176,809.01 was paid back to the pensioners for their use, \$34,258.14 was forwarded upon their order to relatives, and \$50,638.34 remained in the treasurer's hands on September 30, 1906. From this statement it is evident that in this institution the pensioners are permitted proper freedom in the use of their pensions. They can withdraw their funds whenever they leave the institution.

An appropriation was made by the last Legislature for building and equipping a bakery, but the amount was not sufficient to build in accordance with the plans prepared by the State Architect, and it will be necessary therefore to provide at least \$4,000 additional for the building and its equipment.

Improvements are needed in the engineer's department, where the introduction of a new system of forced draft gives most satisfactory results. Although over 1,000 more tons of coal were used, the net profit to the institution was \$12,000; there was an increase of  $6\frac{1}{2}$  per cent. in weight of coal consumed but a remarkable decrease of 41 per cent. in the cost, owing to the difference in size of coal burned.

There is great need of a new building to be used exclusively for patients suffering from tuberculosis. The State Board of Charities has recommended such a pavilion heretofore; but as the population of the Home has increased, the necessity for better provision for consumptives is now more pronounced. About 125 patients are sufferers from the disease and a menace to the health of the other members of the Home who should be

protected from this danger. This is impossible until the consumptives shall have been segregated.

During the year 1,195 patients, confined to their beds, were cared for in the general hospital. The total number of beds is 354. Of these patients 659 were discharged having either recovered or become convalescents; 169 died, leaving 367 under treatment at the close of the fiscal year. Fifteen members died away from the Home, thus making the total number of deaths 182, which is 14 less than the number who died during the fiscal year ending September 30, 1905. Beside a daily average of 383 bed patients in the hospital and annex, there were 26,720 responses to sick calls by men from the company quarters, and these must be considered to realize the increasing feebleness of the veterans.

Many surgical cases are treated in the hospital, and wounds need dressing. The present sterilizers are of insufficient capacity for the necessary daily work. A combination sterilizing machine sufficiently large for all purposes should be installed. The operating room is also in need of electric fans to reduce the temperature during the summer months. Verandas should be erected on all the hospital wards for the use of patients who are too feeble to go out on the grounds for sunshine and open air. The hospital should be improved by changes in the stairway leading to the upper wards. They are so steep and narrow that the patients are endangered whenever they use them.

Another great need of this institution is an enlargement of the kitchen to afford additional room. The present room used for that purpose is much too small and becomes exceedingly uncomfortable from the condensing steam as soon as work begins. At all times the walls and ceilings are damp and the floor is slippery and dangerous. As has been heretofore suggested, the extension of this room will not only provide needed space for the work but will also relieve the overcrowded kitchen. An appropriation should be made for this purpose.

The State Board of Charities recommends the following appropriations for this institution or so much thereof as may be necessary:

For extraordinary repairs and equipments, \$10,000; for additional appropriation for building and equipping bakery, \$4,000; improvements in the engineering department, \$1,580; for a tuberculosis patients, \$30,000, making the special ones approved \$45,580; for maintenance \$240,000, total appropriations recommended \$285,580.

**NEW YORK STATE WOMAN'S RELIEF CORPS HOME,  
OXFORD, CHENANGO COUNTY.**

Established 1894.

The Home has capacity for 200 inmates. The number of inmates present October 1, 1905, was 166 and 90 were admitted during the year, making the total number under care 256. During the year 16 died and 59 were discharged, leaving October 1, 1906, 181 inmates, of whom 45 were men and 136 women. The average number for the year was 178, and the average weekly cost of support, including the value of home and farm products consumed, \$3.62; excluding this value, \$3.29.

The receipts for the year ending September 30, 1906, were: From cash on hand at the beginning of the year, \$489.04; from special appropriations, \$4,626.64; from general appropriations, \$30,700; from sale of farm and garden produce, \$56.15; and from all other sources, \$323.26; total, \$36,195.09.

The ordinary expenditures during the year were: For salaries of officers, \$1,817.21; for wages and labor, \$10,191.76; for provisions, \$7,995.03; for household stores, \$1,213.71; for clothing, \$1,317.18; for fuel and light, \$4,193.12; for hospital and medical supplies, \$846.39; for shop, farm and garden supplies, \$1,264.62; for expenses of managers, \$853.59; for remittance to State Treasurer, \$379.41; for all other ordinary expenses, \$818.30; total, \$30,890.32.

The extraordinary expenditures are reported as \$4,626.64, of which \$3,314.59 was for improvements and extraordinary repairs and \$1,312.05 for all other extraordinary expenses, making the total ordinary and extraordinary expenditures for the year, \$35,516.96, and leaving as balance in cash at the close of the fiscal year, \$678.13, of which \$123.49 was returned to State Treasurer. There was no outstanding indebtedness.

Of the expenditures for maintenance, 39.4 per cent. was for salaries, wages and labor, 26.2 per cent. for provisions, 4 per cent. for household stores, 4.3 per cent. for clothing, 13.7 per cent. for fuel and light, 2.8 per cent. for hospital and medical supplies, 4.1 per cent. for shop, farm and garden supplies, 2.8 per cent. for expenses of managers, and 2.7 per cent. for all other ordinary expenses.

Chapter 683, Laws of 1906 (Appropriation Bill), appropriated for maintenance, \$33,000.

Chapter 374, Laws of 1906 (special act), appropriated for grading, shrub and tree planting, \$1,000; repairs and equipment, \$1,800.

Chapter 686, Laws of 1906 (Supply Bill), reappropriated the unexpended balances under chapters 720 and 729, Laws of 1904, for Cottage D, connecting corridor, \$74.40; flagging, grading and planting trees, \$706.35; repairs and equipment, \$706.14; superintendency and management of the institution during the months of March and April, \$250.

The maintenance appropriation was \$33,000, the special appropriation amounted to \$2,800, and the reappropriation to \$1,736.89, making the total appropriation available, \$37,536.89.

This institution has been to a large extent reorganized during the year 1906. Senate bill No. 1292, introduced by Mr. Allds, became chapter 451 of the Laws of 1906. This confers additional powers upon the Board of Managers and defines their duties, bringing the Woman's Relief Corps Home into more complete accord with the principles which govern the other State charitable institutions. Major P. J. O'Connor, who served efficiently as quartermaster in the New York State Soldiers and Sailors' Home at Bath for many years, was appointed superintendent and has endeavored to carry out the purposes of the law. Many improvements have been recently made, but others are necessary to complete the Home. The most important of these is the erection of a hospital or infirmary. A large number of the inmates are of advanced age and many are bedridden, requiring constant attention from the physicians and nurses. There is no suitable building for an infirmary and one should be erected as soon as possible.

Three other needs should be provided for: Arc lights should be installed upon the grounds, that there may be sufficient light at light; a vegetable cellar should be built as soon as possible as a measure of economy, and a team of horses and a sarry be purchased to convey the inmates to and from the depots or at other times upon business which may be necessary.

For this institution the State Board of Charities recommends the following appropriations, or so much thereof as may be necessary:

For an infirmary building, \$50,000; for vegetable cellar, \$1,000; for six arc lights on grounds, \$540; for team of horses and sarry, \$650; for extraordinary repairs and equipments, \$2,000, making the special appropriations approved \$54,190; for maintenance, \$33,000; making the total appropriations recommended \$87,190.



## THE THOMAS INDIAN SCHOOL, IROQUOIS, ERIE COUNTY.

Established 1875.

The school has capacity for 160 inmates. The number present October 1, 1905, was 149. During the year 30 were received, 20 were discharged and one died, leaving a population October 1, 1906, of 158, of whom 61 were boys and 97 girls. The average number during the year was 150, and the average weekly cost of support, including the value of home and farm products consumed, \$4.27; excluding this value, \$3.69.

The receipts for the year ending September 30, 1906, were: From cash balance at the beginning of the year, \$98.08; from special appropriations, \$9,250.56; from deficiency appropriations, \$1,702; from general appropriations, \$26,700; from other sources, \$8.28; total, \$37,758.92.

The ordinary expenditures were as follows: For salaries of officers, wages and labor, \$14,527.68; for provisions, \$3,707.43; for household stores, \$674.03; for clothing, \$1,242.84; for fuel and light, \$4,264.56; for hospital and medical supplies, \$110.27; for transportation and traveling expenses, \$5.57; for shop, farm and garden supplies, \$1,838.46; for ordinary repairs, \$276.45; for expenses of managers, \$411.57; for remittance to State Treasurer, \$8.28; for all other ordinary expenses, \$1,635.32; total, \$28,702.46. The total expenditures were \$37,953.02, the additional \$9,250.56 being for buildings and improvements. The outstanding indebtedness was \$194.10.

Of the expenditures for maintenance 50.6 per cent. was for salaries, wages and labor, 12.9 per cent. for provisions, 2.4 per cent. for household stores, 4.3 per cent. for clothing, 14.8 per cent. for fuel and light, .4 of 1 per cent. for hospital and medical supplies, 6.4 per cent. for shop, farm and garden supplies, 1 per cent. for ordinary repairs, 1.4 per cent. for expenses of managers, and 5.8 per cent. for all other ordinary expenses, including a small outlay for transportation and traveling expenses.

Chapter 683, Laws 1906 (Appropriation Bill), appropriated for maintenance, \$29,000.

Chapter 374, Laws of 1906 (special act), appropriated for additional radiation in the school building, assembly hall and girls' dormitories \$2,000; pipe covering, \$4,000; feeder cables to dormitories \$2,000; wagons and harness for drawing coal, \$2,000.

Chapter 686, Laws of 1906 (Supply Bill), appropriated for the payment of increased salaries and wages of officers and employees in accordance with the action of the Salary Classification Commission, \$702; to supply deficiency in maintenance account due to unusual consumption of fuel necessitated on account of changes in the steam plant during the year, \$1,000; and reappropriated the unexpended balances under chapters six hundred and forty-four and seven hundred and twenty-nine, laws of 1904, for laundry machinery and new electric cable lines, \$455.30; for laundry, power house and chimney stack, \$58.58; floors in boiler and engine rooms, \$140.45; new boiler, \$587.50.

The maintenance appropriation amounted to \$30,702, the special appropriation to \$8,100, and the reappropriation to \$1,241.83, making the total appropriation available, \$40,043.83.

Fifty years have passed since The Thomas Indian School was originally established as an asylum and school by private philanthropy. Since then conditions have greatly changed, and even the policy of the Government toward its Indian wards has been revolutionized. Fifty years ago the Government's policy was one of seclusion. It gathered the Indians upon reservations and endeavored as much as possible to keep them separate from white people. Now it has broken up the reservation and tribal system. Instead of separating the Indians from the whites, it proposes to settle them among white neighbors and give them similar responsibilities. In the West, citizenship for the Indians, with all that it implies, is the outlook. In the State of New York the Indian has practically remained at a standstill for the half century. The reservations are maintained; tribal relations continue; ignorance prevails; and there is more or less dependence upon the public bounty. One of the missions of The Thomas Indian School is to change these conditions and prepare the Indian children for the responsibilities of citizenship. It receives and maintains the destitute class of Indian children — orphans and others left with no one able or willing to care for them. It provides both home and school training to these unfortunates and has fitted many of them for positions of usefulness and honor. The fifty years of its service to the State have accomplished much for the Indians in the western part of New York. The remnant of the Iroquois who originally dominated all the central and western portions of the State as well as all the surrounding regions is indebted greatly to the Thomas School for opportunities which would not have been granted to Indians were it not for the education and training given there.

The change of name made by the Legislature of 1905 is an indication of progress. Heretofore it has been the Thomas Asylum for Orphan and Destitute Indian Children; henceforth it is to be The Thomas Indian School, with larger aims and greater opportunities. The equipment of the institution by the State is now almost completed, and there is therefore a probability that the plans of those who secured its establishment as a State institution will be fully carried out. Something, however, remains to be done. A new dormitory for boys is needed to replace the dilapidated, unsanitary and inconvenient frame building now in use. This is the last of the original asylum buildings. It should be removed and a brick dormitory similar to the others built within the last ten years be erected to complete the original plans. The school building needs enlargement; the course of instruction requires expansion, the number of teachers should be increased, and the institution be open to all Indian children in the State who are unable to secure an education elsewhere. For these reasons the maintenance appropriation should be sufficient to provide liberally for all proper needs.

During the year the general health of the children was good and the scholastic and industrial work carried forward as well as possible under the present conditions, but the necessary changes should be made as soon as possible, and the industrial training be extended in such further ways as may be found beneficial to Indian youth.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For one dormitory building, complete, \$18,000; for an addition to the school building, including changes in classrooms and elevators, \$4,000; for furniture and furnishings for employees' cottage and dormitory No. 4, \$1,500; for a gymnasium to be fitted up in the basement of the school building and for equipment, \$500; for the construction of a vegetable cellar, \$1,000; for the drilling of an additional gas well, \$2,000; for an auxiliary electric unit engine and generator, 25 k.w., \$1,800; for the removal of the old frame dormitory building and converting it into a cottage for the farmer, \$500; for cement walks, \$500; for extraordinary repairs and equipment, \$1,000; making the special appropriations recommended, \$30,800; for maintenance, \$30,000; making the total appropriations approved, \$60,800.

**NEW YORK STATE SCHOOL FOR THE BLIND,  
BATAVIA, GENESEE COUNTY.**

Established 1865.

This School which has capacity for 175 pupils was closed October 1, 1905, for repairs, but 170 pupils were received during the year and there were in the institution October 1, 1906, 130 pupils (72 males and 58 females). On the basis of the calendar instead of the school year, the average number during the year was 91 and the average weekly cost of support, including the value of home and farm products consumed, \$8.55; excluding this value, \$8.42.

The receipts for the fiscal year ending September 30, 1906, were as follows: Cash balance from preceding year, \$113.47; from special appropriations, \$12,497.30; from general appropriations, \$40,000; from miscellaneous sales, \$453.89; from counties, towns and cities, \$983.73; total, \$54,048.39.

The ordinary expenditures were: For salaries of officers, wages and labor, \$24,130.59; for provisions, \$6,762.69; for household stores, \$751.25; for clothing, \$840.99; for fuel and light, \$3,832.21; for hospital and medical supplies, \$132.87; for transportation and traveling expenses, \$185.07; for shop, farm and garden supplies, \$975.42; for ordinary repairs, \$158.50; for expenses of trustees, \$465.48; for remittance to State Treasurer, \$1,437.62; for all other ordinary expenses, \$1,747.67; total ordinary expenditures, \$41,420.36.

The total extraordinary expenditures were \$12,497.30 for buildings and improvements, making the aggregate expenditures \$53,917.66. The only asset, October 1, 1906, was the balance in cash, \$130.73.

Of the expenditures for maintenance during the year, 60.4 per cent. was for salaries, wages and labor, 16.9 per cent. for provisions, 1.9 per cent. for household stores, 2.1 per cent. for clothing, 9.6 per cent. for fuel and light, .3 of 1 per cent. for hospital and medical supplies, .4 of 1 per cent. for transportation and traveling expenses, 2.4 per cent. for shop, farm and garden supplies, .4 of 1 per cent. for ordinary repairs, 1.2 per cent. for expenses of trustees, and 4.4 per cent. for all other ordinary expenses.

Chapter 683, Laws of 1906 (Appropriation Bill), appropriated for maintenance and instruction of the inmates, \$39,500.

Chapter 374, Laws of 1906 (special act), appropriated for re-steam mains and installing return mains, valves, and

covering all steam and return pipes, \$2,875; repairs and equipment, \$2,500.

Chapter 686, Laws of 1906 (Supply Bill), appropriated as a refund for maintenance and the development and extension of the agricultural and industrial departments, \$2,000; and reappropriated the unexpended balances under chapters 719 and 729, Laws 1904, for conduit from boiler house to industrial building, \$73; plumbing and pump for water supply, \$62; pianos, \$675; plumbing in laundry, \$248.13; steam main in kitchen, \$126.77.

The maintenance appropriation amounted to \$41,500, the special appropriation to \$5,375, and the reappropriation to \$1,184.90, making the total appropriation available, \$48,059.90.

The work in the several departments of this institution has been prosecuted with energy during the past year and a number of pupils have graduated creditably from the institution. Two of these have gone to colleges in the State and are now endeavoring to complete a full literary course. These young men represent the work of the school and manifest in themselves the earnestness in the pursuit of knowledge which animates many of the blind. The success of the general work during the year is shown by the number of pupils who, in twenty-eight subjects, passed the regents examinations. They averaged nearly as well in all as pupils in seeing schools, and in some subjects much higher. The music department also has continued its work with profit to the pupils. The methods and appliances employed in the school are modern and such that the blind children are enabled to do acceptable work in the several classes at an early period in their course.

The institution needs a number of appropriations to continue the work of betterment, which was begun several years ago. Ultimately it will require a kindergarten building, which may well become the nucleus of a new institutional group. Another improvement needed is the repair of the trunk sewer and the covering of the return mains and hot water pipes. Cement walks should be further extended throughout the grounds and other matters of repair and equipment be provided for at this time.

The State Board of Charities recommends for this institution the following appropriations, or so much thereof as may be needed:

For repairs to the trunk sewer, \$1,000; for covering balance of return pipes, \$600; for cement walks, \$400; equipment, \$2,500; making the \$4,500; for maintenance, approved, \$44,500.

**NEW YORK STATE HOSPITAL FOR THE CARE OF  
CRIPPLED AND DEFORMED CHILDREN,  
WEST HAVERSTRAW, ROCKLAND COUNTY.**

Established 1900.

This institution has capacity for 45 patients. The number present October 1, 1905, was 45. During the year 12 boys and 12 girls were admitted, and 10 boys and 11 girls discharged, leaving a population October 1, 1906, of 48, 26 boys and 22 girls. The average number of patients during the year was 46, and the average weekly cost of support, including the value of home and farm products consumed, \$6.33; excluding this value, \$6.28.

The receipts during the fiscal year ending September 30, 1906, were: From cash on hand at beginning of year, \$204.83; from special appropriations, \$6,882.51; from general appropriations, \$14,900; from all other sources, \$107.42; total, \$22,094.76.

The ordinary expenditures were: For salaries of officers, wages and labor, \$6,213.40; for provisions, \$3,088.97; for household stores, \$617.86; for clothing, \$114.54; for fuel and light, \$1,033.43; for hospital and medical supplies, \$1,333.74; for shop, farm and garden supplies, \$59.38; for ordinary repairs, \$215.77; for expenses of managers, \$888.88; for remittance to State Treasurer, \$107.42; for all other ordinary expenses, \$1,340.72; total, \$15,014.11.

The extraordinary expenses were \$4,681.04 for buildings and improvements and \$2,201.47 for all other extraordinary expenses, making the total expenditures for the year \$21,896.62. The cash on hand October 1, 1906, the only asset, was \$198.14.

Of the expenditures for maintenance during the year, 41.7 per cent. was for salaries, wages and labor, 20.7 per cent. for provisions, 4.1 per cent. for household stores, .8 of 1 per cent. for clothing, 6.9 per cent. for fuel and light, 9 per cent. for hospital and medical supplies .4 of 1 per cent. for shop, farm and garden supplies, 1.4 per cent. for ordinary repairs, 6 per cent. for expenses of managers, and 9 per cent. for all other ordinary expenses.

Chapter 683, Laws of 1906 (appropriation bill), appropriated for maintenance, \$15,000.

Chapter 374, Laws 1906 (special act), appropriated for site and equipment, \$1,000; repairs and equipment, \$1,000.

Chapter 686, Laws of 1906 (supply bill), appropriated for increased salaries and wages of officers and employees in accordance with the action of the Salary Classification Commission, \$824.

The maintenance appropriation amounted to \$15,824 and the special appropriation to \$2,000, making the total appropriation available, \$17,824.

This institution has treated sixty-nine patients during the year, but if larger quarters had been provided, many more could have been cared for. The wards are frequently overcrowded, and at best the institution has limited facilities. In the course of proper treatment all patients must be maintained for a considerable period. It is unwise to discharge a child who is only "nearly cured." He is certain to relapse into his former disabled condition unless fully established in health before being returned to his tenement home, yet the pressure for admission frequently compels the premature discharge of patients. There were 151 applications for admission at the close of the year, and these applications represent children in forty-six counties of the State.

It is desirable that the facilities of the institution be extended by the establishment of pavilions in which the children may pass much of the time in the open air. This is especially necessary for those who are afflicted with tubercular diseases of the joints. Such conditions require a long time to effect a permanent cure, and it has been demonstrated that fresh air is always a potent factor in the treatment.

It is probable that some of the outbuildings which were purchased with the land can be remodeled and fitted for open-air pavilions and platforms. This should be done if possible and the general equipment be added to as far as is necessary, and repairs be made as the need occurs from time to time.

For this institution the State Board of Charities recommends the following appropriations, or so much thereof as may be necessary:

For the improvement of the site and equipment, \$1,000; for extraordinary repairs, \$1,000; making the special appropriations recommended, \$2,000; for maintenance, \$16,000; making the total appropriations approved, \$18,000.

#### **NEW YORK STATE HOSPITAL FOR THE TREATMENT OF INCIPIENT PULMONARY TUBERCULOSIS, RAYBROOK, ESSEX COUNTY.**

Established 1900.

This institution has capacity for 160 inmates. The number of patients October 1, 1905, was 100 and 217 were admitted during

the year, making the total number under treatment 317. During the year 198 were discharged and one died, leaving a population, October 1, 1906, of 118 (55 males and 63 females).

The average number of inmates was 112, and the average weekly cost of support, including the value of home and farm products consumed, \$9.19; excluding this value, \$9.15.

The receipts during the fiscal year ending September 30, 1906, were: From cash on hand at beginning of the year, \$785.67; from special appropriations, \$10,650; from deficiency appropriations, \$6,693; from unexpended appropriations of former years, \$9,882.57; from general appropriations, \$50,000; from individuals for the support of inmates, \$2,809; from all other sources, \$62.90; total receipts, \$80,883.14.

The ordinary expenditures were: For salaries of officers, \$4,387.79; for wages and labor, \$12,361.97; for provisions, \$20,832.51; for household stores, \$3,295.11; for clothing, \$731.87; for fuel and light, \$5,016.66; for hospital and medical supplies, \$1,815.50; for transportation and traveling expenses, \$103.16; for shop, farm and garden supplies, \$1,363.77; for ordinary repairs, \$749.75; for expenses of trustees, \$774.27; for remittance to State Treasurer, \$2,871.90; for all other ordinary expenses, \$2,146.94; total, \$56,451.20.

The extraordinary expenditures were: \$5,545.36 for buildings and improvements and \$2,500 for extraordinary repairs; making the aggregate expenditures \$64,496.56, and leaving, October 1, 1906, a cash balance of \$16,386.58, of which \$3,493 represents unexpended maintenance appropriations and \$12,487.21 unexpended special appropriations. The assets, October 1, 1906, were the balance in cash (\$16,386.58) and \$12,807.31 due from counties, towns and cities.

Of the expenditures for maintenance 31.3 per cent. was for salaries, wages and labor, 38.9 per cent for provisions, 6.2 per cent for household stores, 1.4 per cent. for clothing, 9.4 per cent. for fuel and light, 3.4 per cent. for hospital and medical supplies, .2 of 1 per cent. for transportation and traveling expenses, 2.5 per cent. for shop, farm and garden supplies, 1.3 per cent. for ordinary repairs, 1.4 per cent. for expenses of trustees, .1 per cent. for all other ordinary expenses.

**183.** Laws of 1906 (Appropriation Bill), appropriated \$75,000.

Laws of 1906 (special act), appropriated for graduate, \$3,000; preparation of land for crops, \$1,000:



The Central New York Institution at Rome is, however, in need of extensive alterations and other improvements; these changes were recommended in all the recent reports of inspections, but owing to the heavy burden of debt carried by the institution the Board of Trustees has not made the improvements. The debt has not only prevented alterations and improvements in the buildings, it has also interfered with plans for the employment of necessary teachers, changes in the course of study and methods of teaching. The result has been that in every way the work of the school has been unsatisfactory. The indebtedness has now been converted into a mortgage which covers the grounds and buildings, although the legality of any mortgage is doubtful, as the property cannot be diverted from its present uses without the consent of the State.

Elsewhere in this report the investigation of this school made by a Special Committee of this Board has been mentioned. The investigation disclosed such conditions that it was absolutely necessary to reorganize the school. This has been fully accomplished, the Board of Trustees having engaged an entirely new staff of teachers and other employees, and also having reorganized itself as a governing body. This it was enabled to do by the resignation or former officers and members, and the election of new ones. With these changes the Central New York Institution for Deaf-Mutes is better prepared than ever heretofore to carry on its work.

The general method of all these schools is now practically the same, including ordinary scholastic instruction and industrial training; but it would be an advantage if the scholastic course should be conformed to that of the common schools of the State. At present there is no uniformity either in grading or text books, nor do the courses in the several schools agree in the matter of requirements for graduation. If the course of instruction is made similar to that of the common schools it will be easier to compare the work of the institutions. The industrial training is an important feature in the educational scheme for the deaf. Most of the pupils are compelled to leave the school as soon as they are prepared to earn their own support. It is the aim in all the institutions to make the industrial training such as will fit the pupils for self support at an early age. The girls receive instruction in all kinds of domestic work. The boys have the benefit of special trade instruction. They work in the shops attached to the schools until they are proficient and many become

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The compulsory education of defective children would be a measure of benefit at the present time; it is held that the compulsory school law does not apply to defectives. They need the advantages of education even more than children of normal powers, but unless attendance in the schools is made obligatory many of these children will grow up to become permanent dependents upon public charity. A large majority of the deaf-mutes are possessed of normal powers, and therefore should be compelled to attend school.

It is estimated that twenty per cent. of the deaf-mute children are mentally deficient. They belong either to the feeble-minded class or are of such slow development that they cannot hold their own with the ordinary deaf-mute children in the school. These require special instruction; it cannot be given to them in the ordinary class and provision should be made for them by the establishment of a separate school wherein the work can be individualized much more than is possible in the existing schools. There can be no doubt such a school would be quickly filled with pupils from the other schools. If the Central New York Institution for Deaf-Mutes is converted into a State school for atypical deaf-mutes, the problem of successfully educating feeble-minded and backward deaf-mutes can be successfully solved in the new State institution. The ultimate expense would be no more than is incurred by the State at the present time. It would be necessary to improve the buildings of the Rome school, but otherwise the institution is prepared to take under its care all the feeble-minded and backward children of this character in the State.

### NEW INCORPORATIONS.

During the year 1906 the Board approved the incorporation of the following institutions, societies and associations, twenty-two in number:

1. "The Ladies' Aid Society of St. John the Baptist Church," principal office, Borough of Brooklyn, New York City. Formed "to provide for destitute families and to conduct a free day nursery and kindergarten." Approved January 10, 1906.
2. "The Long Island Open Air Sanatorium," principal office, Borough of Brooklyn, New York City. Formed "to furnish hygienic treatment for consumptives and to encourage work for

the control of tuberculosis in Brooklyn." Approved January 10, 1906.

3. "Our Lady of Grace Hospital and Home," principal office, Borough of Manhattan, New York City. Formed "to erect, establish and maintain hospitals and homes for the treatment, care, support and maintenance of women and children, especially women without means of support who are mothers with children and women about to become mothers." Approved January 10, 1906.

4. "Visiting Guild for Crippled Children," principal office in the City, County and State of New York. Formed "(1) to visit the chronic sick in their homes and to give them such instruction as they are fitted to receive and to aid them in procuring work and to render them such services as may add to their well being and comfort. (2) To found and maintain a summer and any other home for the maintenance, support and education of crippled children. And more particularly to maintain a summer home in the village of Hawthorne, in the county of Westchester and State of New York, for the maintenance, support and education of crippled children." Approved January 10, 1906.

5. "The Downtown Day Nursery," principal office, Borough of Manhattan, New York City. Formed for "the care of children under eight years of age of office cleaners in the downtown district in the Borough of Manhattan in the City of New York, and for that purpose to purchase, lease or otherwise acquire, hold, sell, convey, mortgage or otherwise dispose of real estate and property or any interest therein, subject to restrictions and regulations of law, and generally to do any and everything necessary, proper or expedient to effectuate and carry out the purpose of this corporation." Approved February 8, 1906.

6. "The Sanitary League of the City of Yonkers," principal office, Yonkers, N. Y. Formed "to protect and promote the health of the people of Yonkers, and for that purpose

"1. To take measures for the instruction and warning of persons residing or employed in Yonkers in matters relating to health, especially as affected by infectious and contagious diseases.

"2. To collect, print and distribute information and statistics relating to health and to such diseases.

"3. To coöperate with the officers of and departments of the government of the city of Yonkers, especially the departments of health of public works and of buildings, in the enactment and

enforcement of laws and ordinances, which may aid in the said purposes.

4. To provide, equip, maintain and operate dispensaries, hospitals, sanitariums and other establishments relating to the treatment of diseases, especially of infectious and contagious diseases, as may be deemed necessary." Approved February 8, 1906.

7. "The Crippled Children's East Side Free School," principal office, New York City. Formed for "the conducting of a free school for the intellectual and manual education of crippled children and the amelioration of their physical condition by medical treatment." Approved April 11, 1906.

8. "The East Side Clinic for Children," principal office, Borough of Manhattan, New York City. Formed for "the establishment and maintenance of a dispensary and clinic for the purpose of caring for and aiding the destitute sick and ailing children and in conformity with medical skill and science helping and assisting such children as are in want of medical aid and applying to said dispensary and clinic without regard to creed, nationality or sex." Approved April 11, 1906.

9. "Jewish Maternity Hospital," principal office, City and County of New York. Formed "for the purpose of erecting, establishing, maintaining and operating a lying-in-hospital, and for the giving of such medical and surgical aid and treatment as is required in maternity and obstetrical cases. Said hospital shall furnish aid and treatment to persons of any creed or color without charge, especially to women of the Jewish faith." Approved April 11, 1906.

10. "The King's Daughters' Day Nursery Association," principal office, Borough of Brooklyn, City and State of New York. Formed "to establish and maintain an undenominational Christian day nursery for children, and for that purpose to purchase, lease or otherwise acquire, hold, sell, convey, mortgage or otherwise dispose of real estate and property or any interest therein, subject to the restrictions and requirements of law, and generally do any and everything necessary, proper or expedient to effectuate and carry out the purpose of said corporation." Approved April 11, 1906.

11. "Life's Fresh Air Fund," principal office city, county and State of New York. Formed "to promote the physical, mental and moral improvement and welfare of children and other persons, to provide for them, free of charge, transportation to and

from and care and maintenance in the country, or out of their usual surroundings, and for these purposes to solicit and receive contributions, gifts, bequests and devises, and to hold real and personal property, with the power to acquire, distribute and dispose of the same by purchase, lease, mortgage or otherwise for these and similar charitable, benevolent and philanthropic purposes." Approved April 11, 1906.

12. "The New York Association for the Blind," principal office, city, county and State of New York. Formed for "the furtherance of the interests of the blind in the State of New York, by their physical and mental betterment, by the development of methods and plans for their education and instruction, and by the opening of new trade and other occupations for their employment." Approved April 11, 1906.

13. "Ridgewood Day Nursery," principal office in the Borough of Brooklyn, County of Kings, city and State of New York. Formed "to care for young children during the day, whose mothers are obliged to work to aid in supporting their families."

14. "Christ Child Day Nursery and Bethany Home," principal office, Ossining, Westchester county, N. Y. Formed,

' 1. To provide shelter and care for the children of working women during the hours when they are employed elsewhere than in their own homes; and

" 2. To furnish room and dinner for needy women who are able to provide and care for themselves in other respects." Approved June 6, 1906.

15. "The Free Baptist Bethel," principal office, Town of Jerusalem, Yates county, N. Y.; post-office address, Keuka Park, N. Y. Formed for "establishing and maintaining a home for aged and indigent Free Baptist men and women." Approved June 6, 1906.

16. "The Home for the Aged of New Rochelle, N. Y.," principal office, New Rochelle, N. Y. Formed "to provide, maintain and sustain a nonsectarian home for aged males and females of respectability." Approved June 6, 1906.

17. "Pine Tree Camp," principal office, Albany, N. Y. Formed "to establish and maintain in Albany county a hospital or hospitals for the treatment of tuberculosis." Approved June 6, 1906.

18. "The Troy Dispensary," principal office, Troy, N. Y. Formed "to provide and maintain a free medical and surgical dispensary with nose, throat, eye and ear departments, for the

deserving poor in the City of Troy, N. Y." Approved July 11, 1906.

19. "Hope Farm," principal office, city and county of New York. Formed "to receive, care for and instruct in scholastic and industrial training, boys (or girls) of Protestant parentage, between the ages of five and sixteen years, with authority to retain them until majority and to board them out, or place them out in families by adoption, indenture or otherwise, in accordance with the provisions of law, as seems desirable." Approved October 10, 1906.

20. "The Ilion Emergency Hospital," principal office, Ilion, N. Y. Formed "to provide and maintain a hospital in the village of Ilion, Herkimer county, N. Y., for the care and treatment of such injured and sick persons as may desire to avail themselves of its benefits." Approved October 10, 1906.

21. "Lawrence Hospital," principal office, Bronxville, in the Town of Eastchester, Westchester county, N. Y. Formed for "the erection, establishment and maintenance of a hospital open to persons irrespective of their religious beliefs and of their race or nationality." Approved October 10, 1906.

22. "St. Gregory Emergency Hospital of the Volunteers of America," principal office, Borough of Manhattan, New York City. Formed for "erecting, establishing and maintaining a hospital and dispensary for the treatment of medical cases and surgical cases and a training school for nurses." Approved November 14, 1906.

The Board also approved amendments to the certificates of incorporation of the following institutions:

1. "Albany Jewish Home Society," principal office, Albany, N. Y. Corporate purposes extended "to care for orphan, destitute or wayward Jewish children of the said city," so that its articles of incorporation setting forth the business and objects of said society, shall be amended to read as follows: "The principal business and object of the Society shall be to provide a home or homes for aged, infirm and destitute Jews of the city of Albany, and also to care for orphan, destitute or wayward Jewish children of the said city." Approved June 6, 1906.

2. "St. John's Riverside Hospital," principal office, Yonkers, N. Y. Statement of the object of the corporation in its certificate of incorporation amended to read as follows: "To maintain and support a hospital for the care and treatment of sick and disabled

indigent patients, and such other patients as may be able and willing to pay for their care and treatment."

#### DISPENSARY LICENSES ISSUED DURING THE YEAR.

Since 1899 the State Charities Law by section 20 has placed the licensing of dispensaries in this State in the hands of the State Board of Charities. During the year 1906, eight licenses, three of which were reissues, were granted, as follows:

1. Central Homeopathic Dispensary, 15 Columbus place, Borough of Brooklyn, New York City. Granted January 10, 1906.

2. German Poliklinik, 137 Second avenue, Borough of Manhattan, New York City. Granted April 11, 1906.

3. Dispensary of the Jewish Hospital for Joint Diseases and Deformities, 1917 Madison avenue, Borough of Manhattan, New York City. Granted April 11, 1906.

4. The Jewish Hospital Dispensary, Classon avenue and Prospect place, Borough of Brooklyn, New York City. Granted April 11, 1906.

5. Dispensary of Lincoln Hospital and Home, One Hundred and Forty-third street and Concord avenue, Borough of the Bronx, New York City. Granted April 11, 1906.

6. Dispensary of the Swedish Hospital in Brooklyn, 126 Rogers avenue, Borough of Brooklyn, New York City. Granted June 6, 1906.

7. The Troy Dispensary, 1 Hill street, Troy, N. Y. Granted July 11, 1906.

8. The Yonkers Tuberculosis Dispensary, Nepperham avenue, Yonkers, N. Y. Granted October 10, 1906.

One other license was also voted to be issued upon the fulfillment of certain conditions.

The following applications for approval of certificates of incorporation were considered by the Board, but not approved:

The Bronx Hospital; Hebrew Memorial Dispensary; The Young Men's and Young Women's Charities League, to be located in New York City; The Westfield Hospital, to be located in the Borough of Richmond, New York City; The Schenectady Friendly Relief Association, to be located in Schenectady.

Applications were made also for dispensary licenses by the following associations but were not approved by this Board:

The Carmel Dispensary; The New York Physical and Surgical Hospital; The Manhattan Maternity and Dispensary, to be located in New York City; The Ainslee Street Baptist Church Dispensary, to be located in the Borough of Brooklyn, New York City.

In all cases where applications are made to the State Board of Charities for the approval of a certificate of incorporation or to grant a license to establish a dispensary within the city of New York or its immediate vicinity, public hearings have been held at the New York City office of this Board to give all interested persons an opportunity to be heard. Several applications were withdrawn after objections had been filed with the Board. Other applications are pending for further consideration into their merits.

#### PLANS APPROVED.

During the past year the Board approved plans and specifications for new buildings and improvements, with the proviso in each case that the expense should not exceed the appropriation therefor, as follows:

1. Metropolitan Hospital, Blackwell's Island, New York. New dormitory for men. Approved February 8, 1906.
2. City Hospital, Blackwell's Island, New York. New dormitory building for women. Approved April 11, 1906.
3. Randall's Island, New York City. Alterations and additions to the dormitory building for male helpers. Approved April 11, 1906.
4. Onondaga County Almshouse, Syracuse. Improvement of the almshouse. Approved June 6, 1906.
5. Clinton County Almshouse, Beekmantown. Heating and plumbing. Approved July 11, 1906.
6. Sea View Hospital, Borough of Richmond, New York City. Approved July 11, 1906.
7. Kingston City Almshouse, Kingston. Laundry building. Approved October 10, 1906.
8. Department of Public Charities, Randall's Island, New York City. Two new isolation pavilions. Approved November 14, 1906.



## STATE, ALIEN AND INDIAN POOR.

The Superintendent of State and Alien Poor is appointed by the State Board of Charities, under Chapter 225 of the Laws of 1896. He is required to visit, either in person or by representative, each State almshouse at least once every three months, and to examine into the condition and needs of all State poor persons. It is his duty also to provide for the return to their legal residences of all aliens and nonresidents committed as poor persons to public charitable institutions. He has complied with the requirements of the law during the past fiscal year, and made the official investigations and inspections regularly.

The State Board of Charities, through its Department of State and Alien Poor, has returned during the fiscal year ending September 30, 1906, 480 persons to their homes in other states or countries, when such removal at public expense was necessary. Most of these persons were citizens of other states, but 205 were dependent aliens.

## ALIEN POOR.

The State Board of Charities has frequently expressed its belief that the deportation of all dependent aliens who are inmates of our charitable institutions should be the work of the United States. This is done in the State of New York, however, principally through this Board's Department of State and Alien Poor and the total cost of the deportation is mainly borne by the State.

United States Bureau of Immigration has the power to compel steamships to receive aliens for removal, and for this reason there should be a closer coöperation between State officials and the Government than exists at present. The immigration laws now provide that the return of alien paupers by officers of the United States must be within three years of the date of landing in this country. In the case of ordinary immigrants the period is only two years, but for those who belong to classes excluded by law, the Secretary of Commerce and Labor can extend the period to three years. It is the opinion of the State Board of Charities that the period within which removal is provided for by United States statutes should be equal at least to the period of residence required to obtain citizenship. Aliens-whose causes of dependence existed prior to arrival in the United States are committed to our public charitable institutions after two years from the date of their landing have elapsed. Under present conditions it is impossible to secure the removal of these aliens by the United States, except through an appeal to the Secretary of Commerce and Labor. This appeal is seldom successful, and must be accompanied usually by a request or consent to be returned signed by the alien. It would be well, therefore, if the statutory removal period could be extended to cover five years after arrival in this country. Most of the undesirable aliens who succeed in passing primary inspection, only to become public dependents, could then be removed through the coöperation of the State and National authorities.

The State Board of Charities has returned 205 persons from the several almshouses of the State to their homes in foreign countries during the year. The total number of persons thus returned to foreign countries by this Board, and of those sent through the coöperation of the United States Commissioner of Immigration and the Department of State and Alien Poor, was 276. The number of dependent aliens returned to their proper homes is greater than for any previous year since the State Board of Charities was created. This does not mean that the proportion of such dependents to the general population is greater than heretofore, but that through a more effective enforcement of the law the State has relieved itself of the burden of their support. Since the Poor Law went into effect in 1873, and the Alien Poor Law in 1892, the whole number of alien and nonresident removals made by the State Board of Charities has been 34,328. It is estimated

that pauper inmates survive for a term of fifteen years after commitment to an almshouse. Taking this for granted, the expenditures of the State for the maintenance of these aliens and nonresidents would reach the total of \$53,551,680 if they had not been removed. It is evident that it is more economical to return to their homes aliens and nonresidents committed as public dependents to charitable institutions than it is to maintain them.

### INDIAN POOR.

During the past year there was no unusual sickness among the Indians on the Indian reservations in the State. The relief of indigent Indians is one of the duties of the Department of State and Alien Poor. The Indians are encouraged to support themselves as long as possible, and not depend upon charity, either public or private; but there are many, especially of the older ones, who must be helped from time to time. This relief is mainly dispensed in their homes or in hospitals, and few become permanent inmates of almshouses. They prefer to remain on the reservations with relatives and friends and in their own homes, no matter how poorly appointed these may be.

During the year the total number of indigent Indians provided for in almshouses or asylums was 20, and the total expenditures for the relief of Indian poor, including outdoor relief, amounted to \$2,454.23.

### DEPARTMENT EXPENDITURES.

On account of State poor .....	\$31,537 86
On account of nonresident poor .....	1,125 85
On account of alien poor .....	5,836 78
On account of Indian poor .....	2,454 23

The appended report of the Department of State and Alien Poor contains statistical tables to which attention is directed. These show the operations of the State Poor Law from October 22, 1878, to the close of the fiscal year ending September 30, 1906.

### ALMSHOUSE INSPECTION.

The provisions of the Constitution and of the Laws of the State make the almshouses an important feature of the welfare of the people. These institutions are

intended to provide a home for the poor, the aged, the infirm and the unfortunate, who for any reason may be unable to care for themselves and are left dependent upon the public. As dependents are liable to neglect and abuse, it is the intention of the State that the almshouses shall be closely and constantly supervised, that the poor maintained therein may have protection.

Under conditions which prevailed in the State prior to the organization of the State Board of Charities, the poor were frequently abused and neglected in the almshouses, but under the present methods of supervision it would be difficult for them thus to suffer for any long period of time. The system of almshouse inspection adopted by the State Board of Charities requires frequent inspections, and as a rule all the almshouses of the State are inspected at least twice each year. These visitations by trained inspectors are usually regarded by County Superintendents as helpful, and the suggestions made by the State Board, which have been carried into effect through appropriations made by the Boards of Supervisors in the several counties have resulted in greatly improved conditions.

The Board, in 1868, in presenting its first report to the Legislature, offered the suggestion that the evils then existing in almshouses were due to an "imperfect decentralized system with no general superintendence." That cannot be said of the present, for there is both a centralized system and general superintendence, and yet there exists a perfect independence by which each county has full control of its own institutions. Abuses in administration are brought to the attention of the Board through its plan of general superintendence and frequent inspections. Thus, in the almshouse of Ulster county, inspections made by the officers of the State Board of Charities, which were immediately transmitted to the Board of Supervisors, disclosed gross abuses which demanded prompt and drastic action. This was finally secured by the county itself through the County Board of Supervisors, which requested the Governor to remove the delinquent County Superintendent of the Poor from office. The independence of the county officials was fully recognized by the State Board, but the reforms were brought about through its inspections and supervision.

Another illustration of the same necessity for close relations between the State Board of Charities and the local Poor Law officials is found in the action which resulted in a change of law

governing the Rensselaer County Almshouse. An investigation of the work of administration of this institution was made under direction of the Board and the Commissioner from the Third Judicial District on November 21 and 24, 1905. Complaints had been received that gross abuse of inmates had taken place, and that the general condition and administration of the institution required change. The investigation covered all the complaints alleged, and also was in part an inquiry into the administration of the institution by the three county superintendents and the employees. The evidence of criminal abuse was referred to the Attorney-General for his consideration. The final result of the investigation was the enactment of a law which abolishes the office of the Auditing Superintendents of the Poor in Rensselaer county, and places the entire responsibility for the management and control of the almshouse in the hands of one county superintendent.

In this connection this Board calls attention to the number of defectives who still remain in the almshouses of the State. Notwithstanding the large number of epileptics who have been removed to the Craig Colony, there are a great number still remaining in the almshouses. There are also many idiots and feeble-minded persons, and, in fact, these three classes form a very considerable part of the almshouse population. It is unfortunate that the State institutions intended for the defective classes are not enlarged with greater rapidity, so as to relieve the almshouses of their care. It is hoped that ample appropriations will be made by the Legislature of 1907 for these institutions, and that the almshouses may soon be relieved of the epileptic, the idiotic and the feeble-minded who still remain therein.

The State Board of Charities again calls attention to the fact that the Civil Service Commission has placed a number of the almshouses of the State under the operations of the Civil Service Laws. This will doubtless lead toward betterment in the administration of these institutions, but there is no reason why the principal employees in all the almshouses of the State should not be placed under civil service rules, have the benefit of their protection, and be stimulated thereby to higher ideals of public service. It is fortunate for the State that the public officers charged with relief under the Poor Laws are as a rule of high character and ability, but because the county superintendents, keepers of almshouses and subordinate officers are competent and

faithful is a good reason why they should be relieved of all fear of change through the vicissitudes of politics.

*Department of Inspection.*

This department of the Board's activities is charged with the supervision of all charitable institutions under private management but in receipt of money from public sources. These institutions, together with their branches, have been divided into the following classes for purposes of inspection and in order to facilitate the gathering of information for the Board as to the general efficiency of the institutions and the care and relief given their charges:

Dispensaries . . . . .	128
Fresh Air Charities . . . . .	11
Homes for the Aged . . . . .	17
Homes for Children . . . . .	*117
Infant Asylums and Hospitals . . . . .	†19
Hospitals . . . . .	144
Industrial Schools . . . . .	37
Placing and Boarding-Out Agencies . . . . .	10
Reformatories . . . . .	16
Temporary Homes . . . . .	13
Travelers' Aid Societies . . . . .	1

The work of the department was somewhat interrupted during the year by a number of changes in the staff which necessitated civil service examinations and the appointment of new inspectors from the eligible lists thus established. However, before the close of the year, all but sixty-three of the institutions were inspected by the six inspectors attached to this department.

Of the sixty-three institutions that received no inspection, four were added to the list near the close of the year, five were not open, thirty-seven belonged to the group of industrial schools and nine to the group of boarding-out agencies. In addition to these inspections, forty-two special inquiries were made relative to applications for the approval of certificate of incorporation, for dispensary licenses and other matters, while a total of 839 other visits were made in connection with the work of the department.

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\* Two closed during year.

† Included in Homes for Children.

During the year 285 general and 253 special inspections were made and reports prepared thereon and presented for the consideration of the Board.

Following the system previously adopted the 285 reports of general inspections were divided into three classes to show the relative condition of the institutions, and to indicate the general improvements. In the first class 36 were placed as being practically free from defects, 224 were placed in the second class showing few or minor defects; 25 however, showed such defects that they had to be put in the third class.

### *Children in Homes.*

Another important branch of the work of the department of inspection is the careful registration of the inmates of the several Homes for Children, recording the admission and discharge of every child in institutions under its supervision. The records show 18,490 admitted, and 18,119 discharged during the year, leaving 30,618 children remaining September 30, 1906; an increase of 371 over the number reported the preceding year.

### *Dependent Children.*

The following table shows the population of these institutions for children on September 30th of each year from 1896 to 1906:

YEAR.	Number of institutions.	Total population	Number as compared with Sept. 30, 1894.
1896.....	119	27,769	.....
1897.....	121	28,380	611 increase
1898.....	123	29,967	2,198 increase
1899.....	123	29,440	1,671 increase
1900.....	122	28,649	880 increase
1901.....	121	29,241	1,472 increase
1902.....	121	27,385	384 decrease
1903.....	119	27,800	31 increase
1904.....	119	30,170	2,401 increase
1905.....	119	30,247	2,478 increase
1906.....	117	30,618	2,849 increase

During the year two institutions, St. James Home, New York City and the Rochester Benevolent, Industrial and Scientific School of the Sisters of Mercy, in Rochester, were closed. The number of homes for children reporting is thus reduced to 117.

As noted in previous reports, this number, large as it is, does not represent the total number of children under the care of institutions or societies. It is estimated that 3,000 are cared for by private institutions not in receipt of public money, which are not, by a decision of the Court of Appeals, required to report to the State Board of Charities. Other children under public care are those placed out or boarded out. In so far as reported, these numbered 10,271 at the close of the year.

### *Special Sanitary Inspection.*

It was deemed advisable by the inspection committee of the Board to have a special inspection of the sanitary condition of all institutions under the supervision of this department, particularly of those for the care of children in which reports had shown defects, and, with the beginning of the fiscal year, an inspector was detailed to examine into the sanitary conditions existing in such institutions. A broad field was covered in these inspections. Inquiry was made as to the condition of the grounds and buildings, the character and efficiency of the ventilation and heating systems; the source and character of the water supply; the condition of floors and basements in all buildings occupied by inmates; the care and condition of all kitchen utensils, sinks and refrigerators, the drainage and the disposition of garbage. It covered also the general system of house sewerage; the condition and care of bath room fixtures and of outdoor closets; the bathing facilities, and the care given to individual inmates. Attention was also given to any other matters or conditions which had an influence upon the general health of inmates and employees.

Of the 127 such special sanitary inspections made during the year, twenty-four were of institutions located in the eastern counties of the State, and 103 of those in the central and western counties.

The result was very encouraging for it was found that in 100 of the 127 institutions the general sanitary conditions were "Good" or "Excellent," sixteen were "Fair," while in only eleven were the results "Unsatisfactory." The reports were brought to the attention of the Boards of Managers of the several institutions, and the defects noted were reported to them. The result was an immediate improvement. The managers have been prompt to recognize both the importance and the helpfulness of this work, and in a number of institutions immediate steps were taken to



correct unfavorable conditions. The substitution of modern plumbing was made in many instances and unsanitary fixtures were removed. This work will be continued during the coming year in order to bring all the institutions up to a satisfactory condition.

The institutions visited during the inquiry are spread over a broad area. As sanitation in these days is regarded largely as a subject of public concern, opportunity was afforded for comparison of the ideas and conditions prevailing in the respective communities. There are two lines along which improvement may be secured in the sanitary conditions both in institutions for the unfortunate and in communities generally.

Notwithstanding the mandatory character of Sections 44 and 48 of Chapter 327, Laws of 1900, it was found that some of the smaller cities have, as yet, failed to enact regulations covering the installation of plumbing and drainage, or to provide for the adequate inspection of such work. The plumbing and drainage work in institutions located in these cities was, as a rule, found to be of an inferior quality:

During the inquiry, the urgent need of broadening the course in training schools for nurses so as to include in it the practical every-day problems of sanitation was noted. The purpose of plumbing, the use of traps, and the general principles of ventilation are subjects to which the attention of many of the training school graduates has never been called. Careful inquiry made at numerous hospitals showed that little if any instruction is given in matters generally supposed to be familiar to every housekeeper. It is therefore suggested that a few lectures along these lines be given a place in every training school course.

### *Fire Protection.*

At each general inspection whatever the class of institutions, special inquiries are made as to the equipment available for extinguishing a fire and the condition in which it is found. An inspection is also made of the fire escapes and their adaptability for the class of inmates resident in the particular institution.

These inquiries developed the fact that while in a large number of institutions ample provision is made for combating a fire in its beginning, and while the fire escapes afford ready means for the escape or removal of inmates from the buildings, there are a large number of institutions where fire protection receives too little  
it appears remote to the managers and

unlikely to occur in their institution, hence the sense of responsibility is lulled and danger is permitted to menace the inmates and employees.

An abundance of water conveyed to each floor by standpipes, with adequate lengths of hose on reels, and liquid chemical fire extinguishers well distributed, are needed in every institution however secure the management may feel by reason of so-called fire-proof buildings, and other precautionary measures. Care to prevent the accumulation of rubbish, and the maintenance of a night patrol system, with an electric time detector to insure faithful rounds by the patrol should be enforced in all institutions for the care of the sick, the helpless or the young.

During the year, 100 institutions made additions to former means for the interior protection of buildings, while in 41 new fire escapes or additions to existing ones were erected. It was necessary in the same period to call the attention of the local fire departments to the negligence and carelessness of the management of 18 institutions in the matter of fire protection. In every case an inspection was made by the local authorities and the recommendations of the Board upheld.

#### *Public Health Law.*

The inquiry relative to the observance of the Public Health Law have been continued in all the institutions caring for children, which come under the supervision of the Board. Chapter 661, Laws of 1893, is very specific in its requirements and the inspections made cover each point under the sections 213, 214 and 215 "Relating to the better preservation of the health of children in institutions." It appears, however, that there is still considerable laxity in the maintenance of a strict quarantine. Lack of available space or a limited number of employees, none of whom can be easily spared from other work, seems often to be regarded as a sufficient excuse for failure to maintain the strict quarantine the law demands for the protection of the children.

The physicians attached to the homes or asylums are often unpaid and do not make daily visits. This is made an excuse for postponing the physical examination of the newly admitted child until convenient to the physician.

An improvement is noted in the matters of the monthly examination of inmates and the rendering of reports. Few complaints of unsanitary conditions have been made by the physicians of the

institutions, however, as they in many instances fail to realize that they are the chief sanitary officers of the institution, under the law, and that grave responsibilities rest upon them.

That section of the law relating to the air space in dormitories and the separations of beds is now in the main respected. Some carelessness in obtaining the written approval of the local Boards of Health and in filling dormitories beyond the 600 cubic feet of air space allowed each person is noted. It is charged that Boards of Health in smaller localities fail upon repeated requests to provide the permits. As the permits differ in form, it would be well for the State Board of Health to adopt a general form which all localities should be required to adopt.

### *Dispensaries.*

Of the 128 dispensaries under license by the State Board of Charities pursuant to Chapter 665 of the Laws of 1899, 126 were in operation during the year. Of these ninety-six are established in Greater New York—sixty in the Borough of Manhattan, twenty-eight in the Borough of Brooklyn, eight in the Boroughs of the Bronx, Queens and Richmond, and the remainder are located in the other cities of the State.

The changes made in the list of dispensaries during the year are as follows:

New dispensaries licensed and opened: Children's Free Dispensary in Schenectady; Troy Dispensary in Troy; Swedish Hospital Dispensary in Brooklyn; Jewish Hospital for Deformities and Joint Diseases Dispensary Department and Lincoln Hospital and Home Dispensary in New York City.

Closing in 1906: Pitkin's Street Baptist Church Dispensary, in Brooklyn, closed a new license and reopened in a new location under the name of the Samaritan Hospital Dispensary.

Dispensaries closed: General Dispensary in New York City; Lutheran Hospital Dispensary in Brooklyn.

The general inspection of dispensaries to determine the extent of compliance with the rules of the Board, which was commenced during the previous fiscal year was continued and completed by September 30, 1906. The results of this inspection are set forth in the following table, which shows the operations of 123 dispensaries. The other five were inspected too late for tabulation.

*Compliance with Dispensary Rules of 123 Licensed Dispensaries  
in operation on September 30, 1906.*

RULES.		Yes.	No.	In Part.	Not Applicable.
I.	Public notice posted.....	120	3	.....	.....
II.	1. Registrar.....	123	.....	.....	.....
	2. Deputy (not required).....	65	58	.....	.....
	3. Makes and preserves records.....	114	.....	9	.....
	4. Receives applicants.....	123	.....	.....	.....
	5. Sees that rules are enforced.....	23	.....	100	.....
III.	1. Examines all applicants.....	123	.....	.....	.....
	superficially 25.....	.....	.....	.....	.....
	fairly well 84.....	.....	.....	.....	.....
	thoroughly 14.....	.....	.....	.....	.....
	are any refused admission.....	86	37	.....	.....
	a. Emergency cases admitted.....	120	.....	.....	8
	b. Poor applicants admitted.....	123	.....	.....	.....
	c. Doubtful cases admitted upon signing representation cards.....	91	33	.....	.....
	d. Subsequent investigation made.....	51	72	.....	.....
	e. Results of investigation filed.....	47	4	.....	.....
	f. Non-signers refused admission.....	53	1	.....	70
	2. Representation cards in proper form.....	116	7	.....	.....
	a. Pass cards issued.....	122	1	.....	.....
	b. Penalty printed thereon.....	122	.....	.....	1
IV.	1. Matron.....	123	.....	.....	.....
	2. Cleanliness and order preserved.....	121	.....	2	.....
	3. Present at gynaecological examinations.....	100	.....	.....	23*
V.	1. Contagious diseases excluded.....	123	.....	.....	.....
	2. Registrar prevents exposure.....	123	.....	.....	.....
	3. Registrar reports to health authorities.....	123	.....	.....	.....
VI.	1. Clinical or other instruction given.....	32	91	.....	.....
	2. Treatment conditional thereon.....	.....	32	.....	91
	3. Consent of patient obtained.....	32	.....	.....	91
VII.	1. Apothecary (not required).....	107	16	.....	.....
	2. Licensed or medical graduate.....	101	6	.....	16†
	3. Appointed under Civil Service rules.....	6	.....	.....	117‡
VIII.	1. Board of Health ordinances observed.....	123	.....	.....	.....
	2. Minute made before September 30.....	96	27	.....	.....
IX.	1. Seats for all applicants provided.....	118	5	.....	.....
	2. Sexes separated in a. waiting rooms.....	93	23	.....	7
	b. treatment rooms.....	107	9	.....	7
	3. Suitable equipment and supplies.....	118	1	4	.....

\* Such examinations not held in these dispensaries.

† No prescriptions compounded in these dispensaries.

‡ Applies only to 8 dispensaries connected with municipal hospitals in New York City.

Previous annual reports have called attention to the fact that two dispensary rules are not carefully observed by the several dispensaries of the State. These are (1) that part of rule III which requires the use of a representation card for each applicant concerning whose ability to pay a physician for medical advice the registrar is in doubt, the first treatment to be followed forthwith by an investigation to determine ability for payment; (2) rule VIII which requires the entering upon their records, before September 30th of each year, of a minute of compliance with the ordinances and orders of the local Board of Health.

With reference to the observance of rule III, an increasing tendency is noted on the part of the admitting officials of dispensaries to admit or refuse applicants summarily without recourse to representation cards, and subsequent investigation. Various reasons are assigned for this practice. Some registrars, who have had considerable experience, think they can determine the financial condition of applicants; others state that the returns from investigations made by the Charity Organization Society are so long delayed that the applicant is nearly always cured before the result of the investigation is made known, and its value is therefore very slight. In many dispensaries the applicant is simply asked if he can afford to pay a doctor and his treatment is based upon his answer.

The observance of rule VIII is now better than heretofore. The managers of dispensaries understand better what is intended by the rule. The inspectors leave a sample minute at the time of inspection and this is helpful.

Relative to the observance of the rule requiring the employment of a registrar whose duty it is "To supervise the work of the dispensary \* \* \* to make and preserve all records, receive all applicants and see that all rules and regulations are enforced," it was found that in seventy-one dispensaries a permanent registrar is employed for this purpose and that the work in these is usually well done. Twenty-seven other institutions intrust this work to the attending physicians with the result that outside professional duties frequently interfere with the registrar's work. In thirteen dispensaries nurses are temporarily assigned to serve as registrars, but as they serve for only short terms, the results are not satisfactory. The offices of apothecary and registrar are combined in twelve dispensaries. This places too much responsibility upon one man, and the work is likely to be neglected.

Observance of the other dispensary rules is general. Full compliance, however, with rule IX which provides principally for separation of the sexes is difficult in many dispensaries by reason of the limited room available for the accommodation of the large number of patients who usually must be examined and treated in a brief space of time.

*Representation Cards.*

The representation cards, which were designed to form the basis of investigations to prevent the abuse of dispensary charity are used for all new cases in forty-six dispensaries. In many of these the statements are taken as a matter of record and are not used primarily to determine the applicant's ability to pay a physician. The cards were employed in fifty-four dispensaries for doubtful cases only, and in twenty-three were wholly unused. Where used for doubtful cases only, the number filled out is usually small.

*Investigations by Charity Organization Societies.*

It is regretted that institutions unable to employ special investigators do not avail themselves of the services of the Charity Organization Societies to a larger extent. The helpfulness of this service is shown by the records of the Charity Organization Society of the city of New York to which a number of dispensaries report their doubtful cases for investigation. The number of such investigations made during recent years have been as follows:

YEAR:	Number of dispensaries reporting cases for investigation:	Number of investi- gations thus made:
1902-3.....	23.....	1,341
1903-4.....	33.....	1,532
1904-5.....	34.....	1,428
1905-6.....	37.....	1,866

It will thus be seen that the number of institutions making use of the facilities offered by this one Charity Organization Society has steadily increased, and that the number of its investigations made during the past year was very large. The dispensaries which report the most cases for investigation are all in the Borough of Manhattan. Among them are the Presbyterian Hospital Dispensary, The Mount Sinai Hospital Dispensary, The Manhattan Eye and Ear Hospital Dispensary, and the Dispensary of the Hospital for the Relief of the Ruptured and Crippled. At these large institutions, the "subsequent" investigations are considered of great value in preventing imposition by unworthy applicants. They not only secure the facts upon which to base decisions in particular cases, but serve also to keep away many persons able to pay a physician, for they know that the careful inquiry which will be made on application for free medical treatment will reveal their inability to pay for service.

*Dispensary Statistics.*

The following table shows the volume of dispensary work during the year together with the corresponding figures for the previous year:

NUMBER OF PERSONS TREATED.	1905	1906
Manhattan .....	869,866	883,300
Brooklyn .....	111,359	117,448
Bronx, Queens and Richmond .....	13,190	16,280
Total, New York City .....	994,315	995,985
Outside of New York City .....	20,737	35,368
Grand total entire state .....	1,024,052	1,021,353
NUMBER OF TREATMENTS.		
Manhattan .....	2,453,814	2,454,733
Brooklyn .....	300,448	311,603
Bronx, Queens and Richmond .....	32,944	39,641
Total, New York City .....	2,786,206	2,806,937
Outside of New York City .....	108,873	119,118
Grand total entire state .....	2,895,079	2,927,051
NUMBER OF PRESCRIPTIONS.		
Manhattan .....	2,089,890	2,094,519
Brooklyn .....	195,573	198,419
Bronx, Queens and Richmond .....	20,366	26,133
Total, New York City .....	2,305,829	2,319,051
Outside of New York City .....	44,252	53,563
Grand total entire state .....	2,350,081	2,372,614

While the above table is self-explanatory, attention is called to the differences in the figures for the years 1905 and 1906.

The annual reports from the dispensaries of the State for the year ending September 30, 1906, show that 1,021,323 new cases were admitted. The total number of treatments given was 2,927,351 and the number of prescriptions dispensed was 2,297,861.

A considerable decrease will be noted in the number of persons treated, but the decrease is all in Greater New York. The rapidly growing Boroughs of the Bronx, Queens and Richmond show an increase, but this does not offset the large falling off in the Boroughs of Manhattan and Brooklyn. There has been a marked increase of 32,273 in the number of treatments. Of these 22,027 were given in Greater New York and 10,246 outside New York city. The number of prescriptions reported also shows a total increase of 7,780, with a decrease of 1,521 in Greater New York, and an increase of 2,301 outside of that city.

ation of the statistics for the two  
institutions realize the necessity

for accurate and trustworthy records. Each year fewer institutions report estimated statistics, and, in consequence, the figures given above may be considered more nearly accurate than for any preceding year.

#### SEVENTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

The Seventh New York State Conference of Charities and Correction convened in Rochester, November 13 to 15, 1906. The president was Hon. William Mabon, M. D., Superintendent of the Manhattan State Hospital, New York City, and formerly President of the New York State Commission in Lunacy.

Five hundred persons were in attendance, and the Conference was both interesting and instructive. A new and instructive feature of the Conference was an exhibit of articles manufactured in various public and private institutions.

The principal subjects discussed at the Conference were: "Standard of Living;" "Care of Children;" "Care of the Poor in Their Homes;" "Public Institutions;" "Treatment of the Criminal;" "Study and Care of the Defective;" "Care and Treatment of the Sick." Papers were read and various phases of these subjects were discussed by members of the Conference qualified by experience to deal with the problems of charity.

The Eighth Conference will convene in Albany in November, 1907, with Daniel B. Murphy, Esq., of Rochester as president.

The other principal officers and chairmen are: Vice-Presidents, Hon. William Cary Sanger, Utica; Paul Warburg, New York; Dr. Charles W. Pilgrim, Poughkeepsie. Permanent Secretary, Walter E. Kruesi, New York; Assistant Secretaries, Mrs. Charles H. Israels, New York; Frederick E. Bauer, New York; Mrs. William Elkus, Buffalo. Treasurer, Frank Tucker, New York. Committee on the Care of the Poor, Francis H. McLean, Brooklyn, chairman; Committee on the Care of the Sick, Dr. Edward D. Angell, Rochester, chairman; Committee on Care of Children, Dr. C. F. McKenna, New York, chairman; Committee on Mentally Defective, Sheldon T. Viele, Buffalo, chairman; Committee on Study of Criminals, Dr. Robert B. Lamb, Matteawan, chairman; Committee on Vagrancy and Homelessness, Dr. Orlando F. Lewis, New York, chairman; Committee on Reports on Counties and Cities, Arthur W. Towne, Syracuse, chairman.



**THIRTY-THIRD NATIONAL CONFERENCE OF CHARITIES AND CORRECTION.**

The Thirty-third National Conference of Charities and Correction convened in Philadelphia, May 4-16, 1906. Owing to the absence of the president, Prof. Edward T. Devine, who was at the time in charge of the Red Cross relief work in San Francisco, Hon. Robert W. deForest of New York City acted as president *pro tem*.

The Board was represented at the Conference by Commissioner William R. Stewart, of New York City, and the Superintendent of Inspection.

This Conference, as its name implies, is national in its scope, taking up all phases of charitable and correctional work — a clearing house for the exchange of ideas on charities and correction — and its educational value can hardly be overestimated.

The Thirty-fourth Conference will convene in Minneapolis in 1907, with Hon. Amos W. Butler, of Indianapolis, President.

**THIRTY-SIXTH ANNUAL CONVENTION OF THE COUNTY SUPERINTENDENTS OF THE POOR.**

The Thirty-sixth Annual Convention of the County Superintendents of the Poor of the State of New York was held at Chautauqua, June 25-28, 1906. The president of the convention was John J. Kirkpatrick, Esq., of Suffolk county.

The convention brought together a large and representative gathering of superintendents and others interested in the care of the poor.

The following subjects were considered: "Some Phases of Social Settlement and Day Nursery Work;" "When and How to Administer Outdoor Relief;" "Almshouse Management;" "Our Association;" "The Value of County and Almshouse Hospitals;" "Frauds and Shirkers;" "What Supervisors and Superintendents of the Poor Should do for Dependent Children;" "A Plea for the Systematic Physical Examination of Children Before they are Placed in Homes."

## APPENDED PAPERS.

The following reports and papers have been accepted by the Board for transmission to the Legislature:

"The Necessary and Reasonable Powers of a State Board of Charities," by William Rhinelander Stewart, President of the New York State Board of Charities.

"Suggestions of a Plan of Organizing a Hospital System for the City of New York," by Stephen Smith, M.D., Vice-President of the New York State Board of Charities.

Report of the Committee on Reformatories.

Report of the Committee on Idiots and the Feeble-minded.

Report of the Committee on Soldiers and Sailors' Homes.

Report of the Committee on Craig Colony.

Report of the Board of Managers of Craig Colony.

Report of the Committee on the Blind.

Report of the Committee on the Deaf.

Report of the Committee on The Thomas Indian School.

Report of the Committee on the New York State Hospital for the care of Crippled and Deformed Children.

Report of the Committee on Sanatoria for Consumptives.

Report of the Committee on State and Alien Poor, including the annual report of the Superintendent of State and Alien Poor.

Report of the Committee on Inspection.

Report of the Committee on Orphan Asylums and Children's Homes.

Report of the Committee on Placing Out Children.

Report of the Committee on Almshouses.

Report of Visitation of Almshouses, Public Hospitals, and other Public Charitable Institutions in the First Judicial District.

Report of Visitation of Almshouses and other Public Charitable Institutions in the Second Judicial District.

Report of Visitation of Almshouses in the Third Judicial District.

Report of Visitation of Almshouses in the Fourth Judicial District.

Report of Visitation of Almshouses and other Public Charitable Institutions in the Fifth Judicial District.

114 ANNUAL REPORT OF THE STATE BOARD OF CHARITIES.

Report of Visitation of Almshouses and other Public Charitable Institutions in the Sixth Judicial District.

Report of Visitation of Almshouses in the Seventh Judicial District.

Report of Visitation of Almshouses in the Eighth Judicial District.

Digest of the Annual Report of the State Charities Aid Association.

Proceedings of the Thirty-sixth Annual Convention of the County Superintendents of the Poor.

Proceedings of the Seventh New York State Conference of Charities and Correction.

• ENOCH V. STODDARD, M. D.,  
*President.*

Attest:

ROBERT W. HILL,  
*Secretary.*

Dated Albany, February 6, 1907.

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## APPENDED PAPERS.

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**THE NECESSARY AND REASONABLE POWERS OF  
A STATE BOARD OF CHARITIES.**

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## THE NECESSARY AND REASONABLE POWERS OF A STATE BOARD OF CHARITIES.

BY WILLIAM RHINELANDER STEWART.

*President of the New York State Board of Charities.*

The establishment of State Boards of Charities is attributable to the recognition by the people of the States of the necessity for a twofold general supervision, not imposed upon any other State Board.

(1) The protection of the individual who, because of some misfortune, cannot be properly maintained by his family and friends and thus becomes a dependent upon some form of organized charity.

Every citizen of a State, man, woman or child, who is supported in whole or in part by the State, or by any county, city, town or village within its limits, or by any organized charitable or benevolent society or institution, is and should be considered a ward of the State, and the protecting care of the State is a right which he may claim, and which should never be invoked in vain. Regular inspections made by State Boards of Charities most effectively secure this protection to the individual.

(2) The protection of the integrity of the funds, either raised by taxation, or contributed by organized private charitable societies, for the relief of the individual.

Money raised by taxation for the support of the charitable institutions of a State, or its subdivisions, is money taken from the earnings of the people for which scrupulous accounting should be made. The voluntary contributions of individuals for the maintenance of private charities form sacred funds, the disbursement of which should also be safeguarded. Public and private trusts are thus established for the benefit of citizens of the State maintained as its wards, either in public or private charitable institutions. The duty of the State to those who contribute to either public or private relief funds, and to its wards in the receipt of either form of care, has not been fully discharged until a body has been established to see that both public and private funds are honestly collected, honestly administered, and honestly disbursed, for the benefit of those for whom they have been created.



The police powers of the State operate through the exercise of these two fundamentally important powers of a State Board of Charities for the protection of the individuals to be cared for, and of the money collected for their care. All powers which have for their object the welfare of the individual ward of the State, and the honest administration of the relief funds, are necessary and reasonable, and no others need be sought or employed.

In every well governed community, State laws provide, through the operation of boards of health, of insurance and of banking, for the bodily welfare of the citizen, for the security of his home and other possessions, of his life insurance policy, and of his savings in some bank or other place of deposit. But public sentiment has not yet everywhere recognized the similar duty owed to the inmates of all charitable institutions, and to the integrity of the trust funds created for their support.

That Boards of Charities in some form are necessary departments of every State government will be doubtless conceded by every member of this Conference. Whether they should be boards of control, possessing such executive powers as the appointment and discharge of the officials of public institutions, and controlling the expenditure of public funds, or whether they should be supervisory boards, visiting and inspecting charitable institutions and without the power to bestow patronage or to make appropriations, is a question which has frequently been the subject of debate at our sessions. The process of evolution will, in my opinion, settle this important question satisfactorily.

It is a grateful task to me to outline, as a contribution to the further consideration of this important question, some of the more important powers now exercised with advantage by the New York State Board of Charities, which from time to time have been confided to it in response to public opinion.

The New York State Board of Charities was established by act of the Legislature in 1867, and numerous statutes of later date have conferred additional powers, and imposed additional duties upon it. The State Constitution of 1894 ratified and confirmed these powers, added others, and gave to the Board the recognition of inclusion among the few Constitutional Boards. The mandate of the Constitution to the Legislature to provide for the Board has resulted in more adequate appropriations for the prosecution of its work. New York State has entrusted

to other Boards the supervision of the insane and of criminals, the State Commission in Lunacy and the State Commission of Prisons, both also Constitutional Boards, being severally charged with the oversight of the State Hospitals for the Insane, and the prisons, penitentiaries and jails. All other charitable and reformatory institutions in the State are subject to the general supervision of the State Board of Charities.

Before proceeding to the consideration of the powers and duties of the Board, brief mention should be made of its composition and organization. The Board numbers twelve Commissioners appointed from different parts of the State, and annually elects by ballot a president and vice-president. From the organization of the Board until 1894 the members served without pay. But as the State Constitution now requires compensation for all constitutional State officers or boards, by the Charities Law the usual trustees' fee of ten dollars for attendance at meetings of the Board, or of its committees, is paid with the limitation to \$500 — less than a living salary — to any member in any one year. This arrangement was suggested by the members of the Board.

The main office of the Board is in the Capitol at Albany, and two branch offices are maintained — of the Eastern Inspection District in New York, and of the Western Inspection District in Rochester. Three departments are organized, under the direction of the Secretary, who is the executive officer of the Board. They are the Department of the Secretary, the Department of State and Alien Poor, and the Department of Inspection. The members of the staff, with the exception of the Secretary, are taken from the State Civil Service list and paid reasonable salaries. These employees hold office practically during good behavior, usually remaining for years and receiving promotion for merit. At present they number twenty-nine, of whom thirteen do inspection work, and six are stenographers. The work of the Board is so great that all are busily employed and earn their salaries.

The Board meets about eight times a year. Most of its work is carried on by standing and special committees, usually of three members. The custom of the Board is to hold each Commissioner responsible for the good order of the charitable institutions in his own district, with which he must necessarily be most familiar. Commissioners are appointed for terms of eight years, and reap-

pointments have been the rule. It is a source of pride to the writer that he has lately completed his twenty-fifth year of continual service. The Conference will pardon the reflection that had the commission carried with it a living salary this long tenure would probably have been impossible. Representatives of different religious beliefs sit in harmony at the Board's table, and with such reasonable and open minds that divisions are of rare occurrence. Practically all important Board action has been unanimous.

It must be remembered that although the Board's supervisory powers are large, and many of an executive character have been entrusted to it, no immediate control either over appointments in institutions, public or private, or over appropriations is exercised by the Board. It has no patronage to bestow and desires none, being exceptional in this particular among the State Boards. This condition has from time to time led to political assaults, from which the weight of public opinion alone has protected the Board. At least one Governor has recommended that the Board should be abolished, and another, no later than 1901, recommended that the membership of the Board should be reduced to three, of whom the President should receive a living salary. As the same Governor subsequently recommended that all the Boards of Managers of State charitable and reformatory institutions subject to the supervision of the Board should be abolished, and their powers of administration and control devolved upon the State Board, the object he had in view may be readily perceived. To the powers of general supervision, mainly exercised by visitation and inspection, which the Board now and always has had, would have been added those of administration and control — clearly inconsistent powers — including the appointment of a small army of officers and employees. Given a State Board of three, exercising all these powers, the friendly interest of two would have placed the Governor in practical control over many appointments, and a large annual expenditure.

The State Board unanimously opposed this proposition, made common cause with the Boards of Managers of the institutions which were generally well conducted, and with the earnest and aggressive support of the leading newspapers of both parties, and of all the public and private charitable organizations, defeated this dangerous and insidious attempt at State centralization under political control of the State's charitable and reform-

atory institutions and secured the retention of the present system of separate supervision and separate control, with its beneficial checks and balances. What happened to the "business" Governor who planned the onslaught upon our charitable system will not soon be forgotten in our State and its repetition is unlikely.

The Commissioners of the Board, by committees and individually, annually visit the state and county institutions, and such private charitable institutions as seem to them to require their personal attention. The general inspection work is carried on by a staff of thirteen inspectors, both men and women, appointed from the State Civil Service list, and they are assigned to duty so as to cover annually all the public, and the private charitable institutions in the State receiving any public money. Alms-houses are more frequently inspected.

All classes of charitable institutions have benefited by these inspections and their condition is now generally good and better than ever before. The inspectors as the result of experience gained in visiting a particular class of charities become trained experts. For example, the 130 dispensaries in the State are all inspected and reported upon by one man who should know more about them than any other in the State. Written reports of all inspections are prepared by the inspectors and after consideration in detail by the two Inspection District Committees of the Board are presented to the Board and by it regularly sent to the Boards of Managers of the institutions for their consideration, with request that attention be given to any recommendations for improved methods or care, and that report be made of any action based thereon. These inspection reports form the basis of a classification of the private charitable institutions into first, second and third classes, according to conditions found upon inspection, the first comprising those in whose management no defects were found, the last those in which important reforms were found to be necessary, while the second, and by far the largest class, includes those institutions found in average condition. This system has been found to operate well and the Board takes pleasure from time to time in placing an institution in the first class.

Some idea of the vast extent of the organized public and private charitable work now being carried on within the State of New York may be gained by the statement that a table compiled for this paper, and brought down to date, shows 1,581 separate institutions, nearly all of which contain inmates. In-

cluded in this table are 352 hospitals, 228 homes for children, 130 dispensaries, 119 homes for the aged, 96 outdoor relief societies, 86 industrial schools, 84 fresh air charities, 80 city, county and town almshouses, etc., 78 day nurseries, 75 temporary homes, 32 reformatories, and 15 State institutions. Of the total number, 1,008 operate within thirty miles of the New York city hall.

### POWERS OF THE BOARD IN 1867.

Viewed in the retrospect of forty years these appear very meager. Chapter 951 of the laws of that year authorizes the Board "to elect a President out of its own number, and such other officers and agents as it may deem proper," to visit and inspect all institutions subject to its inspection, the Commissioners, or some one of them, to visit annually all the charitable and correctional institutions of the State, except prisons, including city and county alms or poor houses, receiving State aid. The Board was also required to report to the Legislature at the opening of each annual session the result of its investigations, and was empowered to appoint a clerk with a salary not exceeding \$1,500 per annum.

Under the provisions of this law, no Commissioner of the Board could be directly or indirectly interested in building, repairing or furnishing any institution subject to the Board's visitation, nor could any trustee or manager of an institution subject to such visitation be eligible to appointment as a Commissioner of the Board. These reasonable restrictive provisions have continued in force until this day.

After this law took effect, the Board visited also the State and county hospitals for the insane, or asylums, as they were then called, and continued to exercise a general supervision over these institutions until they were placed under control of a separate department of the State government in 1895.

Only two important powers were given to the Board of 1867, viz: (1) To visit certain charitable institutions. (2) To report to the Legislature. These powers remain to-day, in the opinion of the writer, the two most important powers conferred upon the Board.

From this modest beginning there has been developed the comprehensive system of State supervision of its charitable agencies, both public and private, which it is the object of this paper briefly to describe.

A list of the specific powers compiled from the various Charity Laws numbers nearly three-score. These equip the Board as an organization to carry on its work, including the reception of reports and statistical information from public and private institutions. The limits prescribed by the Conference prohibit the consideration in this paper of more than ten of the powers which experience has shown to be the most useful of those now exercised by the Board.

## I.

“Visit, inspect, and maintain a general supervision of all institutions, societies or associations of a charitable, eleemosynary, correctional or reformatory character, which are made subject to its supervision by the Constitution or by law.”

This is the fundamental power of the State Board, and there is reason for the belief that the establishment of the Board in 1867 gave effect to the public demand that some department of the State government should be charged with official responsibility for the welfare of all the sick and unfortunate inmates of charitable institutions, or the recipients of organized relief. By this measure, the State in a sense assumed the guardianship of all such. During the period of forty years since the Board was called into being, it has used this power continuously, visiting and inspecting annually by its members, secretary and inspectors, all State, county and municipal charitable institutions, and such private charitable ones as the laws permitted.

Until the year 1900, authority was considered by its members to repose in the Board to visit and inspect all private charitable institutions without exception. In 1898 the State Board sought to visit and inspect the building of the New York Society for the Prevention of Cruelty to Children, in which at the time destitute, unfortunate and delinquent children were maintained. The society refused to admit the inspector and denied the right of the Board to make an inspection. Whereupon the Board applied for a writ of mandamus to compel the inspection at a Special Term of the Supreme Court, which was granted in a modified form. Cross appeals were thereupon taken by the Board and the Society to the Appellate Division of the Supreme Court, First Department, composed of five judges, which unanimously granted the writ of mandamus in far-reaching terms, upholding fully the Board's right to visit and inspect. The society then appealed to the Court of Appeals, which by the vote of four to three, rendered

in what is commonly known as the "Gerry Case," held that the "New York Society for the Prevention of Cruelty to Children" is not a charitable institution within the meaning of the Constitution, and therefore not subject to visitation and inspection by the State Board. The court further held, although this contention was not before it, "that only such institutions are charitable within the meaning of the Constitution as are in receipt of public money, the fruit of taxation."

In its report to the Legislature of 1901, the Board summarized the unfortunate results of this decision in the following language:

"For the first time in a quarter of a century, by preventing the collection of reports from organized charities, it prevents the Legislature and the public from having any definite knowledge annually of the amount of dependency which exists in the State. For instance, the total number of dependent children in institutions cannot now be definitely known through any official source. It can hardly be believed that the court intended this, but it is nevertheless, one of the results of the decision.

"The State is prevented from having any definite knowledge of the work of many of the charitable corporations it creates, not a few of them having authority to stand in the place of parents or guardians of dependent childhood.

"The protection which the State has hitherto extended to the inmates of such exempted institutions is removed.

"The protection to trust funds left by will or otherwise bestowed, for the use of the poor, amounting in some cases to hundreds of thousands of dollars, is also removed."

The result of this decision was to withdraw from the children under the care of the several Societies for the Prevention of Cruelty to Children in the State, and the inmates of many children's homes, hospitals, and other private charitable institutions, not in receipt of public money, the protection afforded them by visits and inspections of the Board, and the duty of making such inspections has not yet been laid upon any other State department.

The supervision of the finances of State charitable institutions was taken from the comptroller's office and vested in a fiscal supervisor of State Charities in the year 1902. The State Constitution makes these institutions subject to the inspection and visitation of the Board, and this broad language would seem to imply supervision of all their operations, including those of a

fiscal nature. No inspection is complete which does not take account of the financial transactions of an institution, and the present arrangement of a separate State department for fiscal supervision results only in unnecessary duplication and overlapping of work and in divided responsibility. The financial supervision should also be centered in the State Board.

## II.

"Annually report to the Legislature its acts, proceedings and conclusions for the preceding year, with results and recommendations."

This was one of the original powers of the Board and has been ratified and enlarged by subsequent statutes and by the Constitutional Convention of 1894.

The first report of the Board to the Legislature was in the form of a two-page pamphlet, dated April 15, 1868, which contained about 600 words. Its second report, 1869, covered 220 pages of discussions and statistics relative to the charitable activities of the State at that time. By 1876, the ninth report had grown to a volume of 730 pages. The report was included in one volume down to 1879, when it was found necessary to enlarge it to two volumes containing together 2,116 pages. In 1899, the report to the Legislature was in three bound volumes containing 2,837 pages, of which the first volume included the text, with its appended papers, the second, published as an appendix to the first, contained statistical tables exclusively, and the third, published as volume two, contained all legislation concerning the Board, its by-laws and rules, and a directory of all the Poor Law officers and charities of the State. In 1900, the report was enlarged to four volumes, the additional volume containing the record of the proceedings of the State Conference of Charities and Correction which first met at Albany in November of that year. In this form the report still continues, the last completely published one being for the year 1905 and containing 3,548 pages. On February 11th of the present year, 1907, the fortieth annual report of the Board was presented to the Legislature.

Included in the Board's report for the year 1903 was a digest, in a volume of 1,300 pages, of the charity legislation of the State of New York from the colonial days of 1609 to 1900. This was prepared on the suggestion and under the direction of Mr. Robert



W. Hebbard, who was then the able secretary of the Board, and furnishes a unique and interesting record of the subject of which it treats.

These volumes include a large number of reports of Standing and Special Committees presented to the Board and published as appended papers. The Board has a Standing Committee on Publication, and all matter, including text and committee reports, published by the Board is first read and approved by this Committee.

The statistical tables are thoroughly prepared and are found of great value by students of institutional management and of sociology, and the volumes are finding their way to all the great libraries of this and foreign countries.

### III.

“Direct an investigation by a Committee of one or more of its members of the affairs and management of any institution or society or association, subject to its supervision, or of the conduct of its officers and employees. The Committee thus designated is empowered to issue compulsory process for the attendance of witnesses and the production of records, to administer oaths, to examine persons under oath, and to exercise the same powers in respect to such proceedings as belong to referees appointed by the Supreme Court.”

These grave and useful powers first conferred in 1871 equip the Board for one of its most useful functions. Such formal investigations have always been entered upon reluctantly, and only when there has been reason to believe that a thorough investigation, followed by suitable action upon its conclusion, could not be expected of the Board of Managers. The records of the Board show that State, county, municipal and private charitable institutions have been subjected to such investigations, but they have been comparatively few in number, averaging about one a year. Among these investigations was that of a great State institution, the stenographic report of the testimony and exhibits of which taken by a Committee of the Board, forms two bound volumes of nearly 2,500 pages. Although some of these investigations have been strenuously opposed at every step by those interested in the continuation of the existing management, or apprehensive of the results to them personally, in no single instance have they failed to accomplish the reformation sought. This is in part owing to

the public knowledge that such investigations are undertaken only as a last resort, and that once begun they will surely be prosecuted without fear or favor until the abuses discovered have been stopped, or the incompetent or unworthy officials discharged.

#### IV.

“Cause to be removed to the State or country from which he came any non-resident or alien poor found in any institution subject to the supervision of the Board.”

This is one of the most important powers of the Board. Non-resident and alien poor are usually charges upon the localities in which they are found, but many aliens are also State poor persons, and the State and not the counties must provide for their maintenance.

The power of removal conferred upon the Board in 1873 had its roots in the original acts for the relief and settlement of the poor in the early history of the State. In the first Poor Law, Chapter 35, Laws of 1784, the local right of removal was given. This right was confirmed by Chapter 78, Laws of 1813, and extended by Chapter 221, Laws of 1821. From time to time the Legislature emphasized the necessity of protecting the State from the permanent settlement of paupers, and in the present general Poor Law, Chapter 225, Laws of 1896, and in the State Charities Law, Chapter 546, Laws of the same year, the removal of non-resident and alien poor is made one of the chief duties of the Board.

This power is exercised through its Department of State and Alien Poor. All the almshouses and other charitable institutions wherein dependents are maintained at public expense are inspected, and examination is made into the history, condition and needs of all State, non-resident and alien poor persons found in them, and whenever practicable, such persons are returned to their friends and families. A considerable annual appropriation is made to the Board for this purpose.

Since the enactment of the State Poor Law in 1873, and the Alien Poor Law in 1880, the Board has removed nearly thirty-five thousand non-residents and aliens. The beneficial personal effect of the return of this army of unfortunates to their homes cannot be estimated. The economic results to the State and its subdivisions can be expressed with reasonable accuracy. It has

been estimated that the average almshouse life of a pauper is fifteen years, and the annual cost of maintenance is known. Had the thirty-five thousand non-residents and aliens removed by the Board from the State remained in the almshouses for the average period, the cost of their maintenance alone would have amounted to more than fifty-four million dollars. The consequent saving to the State is sufficient to duplicate all the charitable institutions maintained by it. The removals are mainly to foreign countries — non-resident removals are few in number, and they are excluded from the estimate. No complaint of an improper removal has ever been brought to the attention of the Board.

## V.

“Approve or disapprove the organization and incorporation of all institutions of a charitable character.”

This function is a check upon unnecessary or ill-considered incorporations, applies to private charities only, and dates from a statute of 1883. The custom of the Board is to give public hearings, through committees, on applications for approval of certificates of incorporation, and the by-laws direct special inquiry and report upon three points:

(a) The desirability for the existence of such an institution as is proposed to be incorporated, at the time and place and under the circumstances set forth in the application and certificate.

(b) The character and standing in the community of the proposed incorporators.

(c) The financial resources of the proposed institution, and its sources of future revenue.

The report of the Committee must be submitted in writing, and the three requirements certified to have been fully met by the applicant, before favorable action can be taken by the Board.

Under the operation of this law the Board has approved 261 certificates. Of these 86 were for hospitals and 47 for children's homes. Applications have been more frequent of late and 170 of the total number have been acted upon within the past ten years. Evidently the Legislature intended thus to provide for the careful consideration of all applications for charters of private charities, and by the bestowal of this power upon the Board to prevent the passage of special acts of incorporation. This result has been accomplished and few legislative incorporations are now granted.

Although, as we have seen, private charitable incorporations must be passed upon and approved by the Board, and many unincorporated charities carry on work in buildings containing inmates which may be and are inspected and reported upon to the Board yet, in view of the Gerry decision of the Court of Appeals above referred to, the day after the Board has incorporated the institution none of its Commissioners or inspectors has the right to visit and inspect it to see how it is carrying on the work which the Board has authorized it to do. This is manifestly illogical and the Board should be given authority to inspect all charitable institutions incorporated by the State with the Board's approval as provided by law.

## VI.

**"Establish rules for the reception and retention of inmates of charitable institutions in receipt of public money."**

This power was conferred upon the Board by the State Constitution of 1894. The evident intention of the Constitutional Convention was to prevent the unnecessary reception and detention of inmates in institutions, to secure the well-being of those received in compliance with the rules, and to prevent all improper and unnecessary expenditures of public money for maintenance or other purposes.

Pursuant to the rules adopted by the Board June 8, 1895, all private homes for children under the supervision of the Board have since October 1, 1895 reported monthly. For the purpose of preparing these reports, printed blank forms, known as "Records of Admission," "Medical Certificates," and "Notices of Discharge" are furnished to the institutions, and one of each of these blanks is filled out for every child admitted to or discharged from an institution. These records of admission and notices of discharge, which contain all necessary facts, accompanied by a statement showing the total number of admissions and discharges, are sent to the office of the Board in Albany, where they are examined and placed on permanent file. The records thus collected constitute the only source of information regarding the inmates of children's homes throughout the State, and form the basis for certain statistical tables prepared annually for the use of the Board. On the first day of April, 1907, 119 institutions, with a total population of 31,582 children, were thus

reporting to the Board, while the total number of records on file was 209,151.

The Board also maintains supervision over the transfer from one institution to another of children supported wholly or in part by public funds. The written consent to the transfer, granted in each individual case by a Commissioner of the Board, is also filed in the office of the Board with the other records of the child.

That so large a number of children should be maintained in institutions emphasizes the need of preventive measures for the preservation of the homes from which they come, and of intelligent efforts to place them in suitable foster homes. It must be remembered that children in the care of Societies for the Prevention of Cruelty to Children, and in Children's Homes, wholly maintained at private expense, are not reported to the Board, and are excluded from the safeguards mentioned. The intention of the Board has been to frame reasonable rules and little or no complaint of them is made. The result of their operation and of the frequent inspection of children's institutions must be materially to keep down the number of inmates.

Certificates of Compliance with the Rules of the Board are furnished monthly to the institutions, and must be filed with the local disbursing officer before payment of the claims for maintenance. The remedy the Board has in reserve for any infraction of the rule is to withhold the certificate, but such procedure is seldom necessary.

## VII.

"Approve plans and specifications for new buildings and improvements for the charitable institutions in the several counties of the State."

A standing committee on construction of buildings considers in detail plans and specifications for all new county almshouses or hospital buildings. Consequently, such buildings have been, since 1895, when the Board was entrusted with this power, of modern and approved design and construction. But the Board lacked authority to pass upon the sites of county buildings, and some have been badly located, both from economic and artistic points of view. By a law of 1899 it is provided, however, that no new site for an almshouse shall be selected without the approval of the Board.

Very useful powers not yet conferred upon the Board would be those of approving the sites of such new State charitable and reformatory institutions, as may in future be established and of approving the plans and specifications for their buildings. The results should be much more satisfactory than the present illogical custom of selection of sites by special commissions appointed by the Governor in each case — the members of which are seldom familiar with the existing State charitable institutions, or the need of such, and have in times past frequently been appointed to further some local or selfish interest.

Plans and specifications for new buildings and improvements for the State charitable and reformatory institutions were formerly subject to the approval of the Board, but this power was taken away for political reasons, and rests in a special commission of State officers. It should be restored to the Board in the public interest, and the sites and plans and specifications of all charitable institutions, intended to be used in whole or in part for public charges, might wisely be subject also to the Board's approval.

#### VIII.

" Issue an order in the name of the people, if it appears that the inmates of the institutions have been improperly treated, or that inadequate provision is made for their care, directed to the proper officers or managers requiring them to modify such treatment, or apply such remedy, or both, as therein specified."

Before such an order is issued, it requires the approval of a justice of the Supreme Court, and any person who wilfully refuses to obey the same shall upon conviction be adjudged guilty of a misdemeanor.

This provision of the State Charities Law of 1896 is intended to equip the Board with power to enforce obedience to the recommendations it may make as the result of investigations. It is gratifying to record the fact that the Board has never yet been obliged to resort to this drastic method to secure the reform sought.

Under several statutes, the Attorney-General and the district attorneys of the several counties of the State are required to assist the Board as its counsel in legal proceedings whenever desired to do so, and their cooperation is often thus availed of and from time to time the opinion of the Attorney-General is asked, and his advice followed, in the performance of other duties.

## IX.

“License persons or corporations to place out children, empowering such licensees to place out destitute children.”

Chapter 264, Laws of 1898, commonly called the Placing Out Law, conferred this additional power upon the Board and authorized it to revoke licenses on reasonable notice. The Board was also authorized to visit any child placed out by any of its licensees. In accordance with the provisions of this law, five licenses for the placing out of children have been issued, two in 1901, one in 1902, and two in 1904. No license has as yet been revoked.

About eight hundred children are placed out annually by institutions and public officers, and an inspector of the Board is employed in visiting the foster homes. Whenever it appears that a child has been unsuitably placed, report is immediately made to the responsible institution, or officer, with request that the child be forthwith removed. The present staff of inspectors is not sufficient to enable the Board to follow up every minor ward of the State wherever placed, but with a better public understanding of the value of this new work will come the means to conduct it satisfactorily.

## X.

“License dispensaries, make rules for their government, and revoke their licenses for cause, after opportunity to be heard.”

This power was reposed in the Board by statute in 1899, on the urgent appeal of the Medical Society of the State, and other medical bodies, and should in future enable the restriction of the number of dispensaries to the reasonable demands of the sick poor of any neighborhood. Abuses growing out of the management of dispensaries have been the subject of discussion in this country and abroad for many years. This is the first instance in which power has been conferred upon a State Board, not only to license dispensaries, but also to make rules and regulations for their management, and enforce compliance with them, through the power of revocation of license.

The results have been favorable both as regards the character of the new dispensaries and the management of those in existence when this law took effect.

Hearings are given on applications for a license, and the procedure usual on applications for certificates of incorporation is

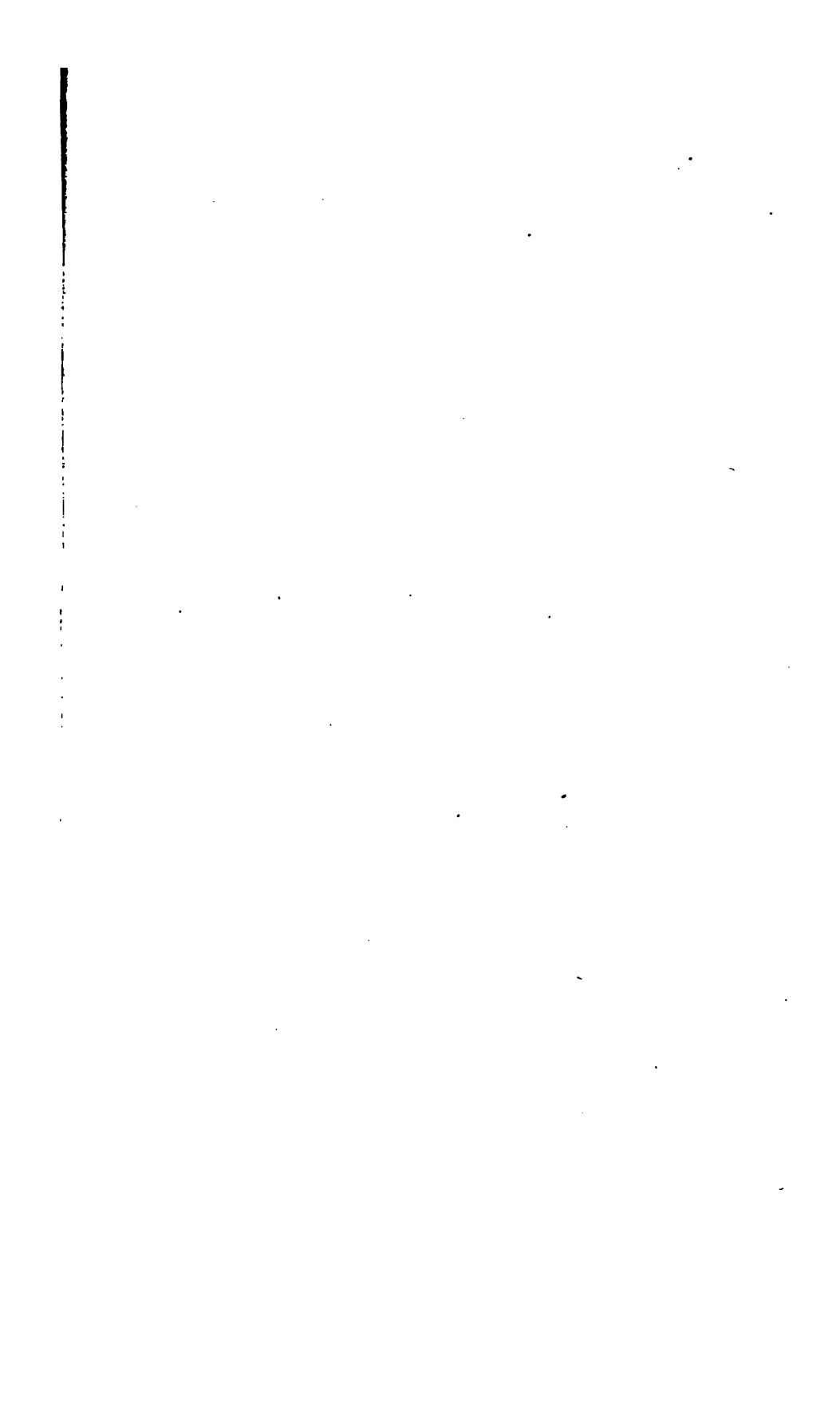
followed. One hundred and thirty dispensaries are now operating in the State of New York, of which number, 102 are in the metropolitan district of the city of New York. Although not usually in receipt of public money, all dispensaries are inspected by the Board, under special provisions of the Dispensary Law of 1899.

Surely there can be no more appropriate assemblage than this for the presentation of an argument for the establishment in other states of Boards of Charities, with similar powers to those which from time to time bestowed by the people of the State of New York upon its State Board of Charities have been shown by the test of forty years' experience to be both necessary and reasonable.

The first volume of the proceedings of this Conference records the fact that it was called into being in 1874, when representatives of the Board of Public Charities of New York, Pennsylvania, Illinois, Massachusetts, Michigan, Wisconsin, Connecticut, Rhode Island and Kansas met for conference in the city of New York, May 20-22. And it is a pleasure to note that the records state that the chairman of the meeting was Hon. John V. L. Pruyn, of Albany, the first President of the New York State Board of Charities. Credit is due to these State Boards for the useful results of their far-sighted experiment. They united to provide a national forum in which, on common ground, questions dealing with pauperism and crime, and other sociological topics, might be considered. This Conference, in which twenty-nine State Boards are represented, with its large and influential membership, is the fruit of the seed then planted.

We have seen that nine State Boards organized this Conference. Let the Conference in turn use its influence for the establishment in every state of Boards of Charities, with similar powers to those now exercised by the New York Board, in order that adequate State supervision may protect in every state the unfortunate citizens, who are the objects of organized charity, and safeguard the expenditure of public and private funds alike contributed for their support. Alabama, Arkansas, Kentucky, South Carolina, Texas and Virginia, now containing each more than one million inhabitants, have as yet no State Boards of Charities. Let us endeavor to remedy this omission and not only hope for, but work to hasten the time when every state of the Union shall have its well-organized Department of Charities, and when all of them shall be represented in this body.





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**SUGGESTIONS OF A PLAN OF ORGANIZING A HOS-  
PITAL SYSTEM FOR THE CITY OF NEW YORK.**

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## SUGGESTIONS OF A PLAN OF ORGANIZING A HOSPITAL SYSTEM FOR THE CITY OF NEW YORK.

*A Paper Prepared for the Discussion of the "Hospital Question" before the New York County Medical Association.*

BY STEPHEN SMITH, M. D., *New York City.*

For the following reasons the present seems especially opportune for the discussion of the question, What shall be the hospital system of New York during the twentieth century?

1. There is a growing disposition on the part of the medical profession to prefer and seek the advantages of hospital care and treatment for their patients. 2. Wealthy citizens are contributing more freely to the establishment and support of hospitals than at any previous period. 3. The municipal authorities are contemplating the expenditure of enormous sums of public money on hospitals, viz., \$12,000,000, on a monster hospital at Bellevue; \$7,000,000 on extension of the Blackwell's Island hospitals; \$7,000,000 on hospitals for the Borough of Brooklyn; \$2,000,000 on a tuberculosis hospital on Staten Island; \$1,000,000 for a public hospital on the west side, and, finally, an incredible number of hospitals is being projected by private individuals.

Hitherto, New York has had no hospital system, and, as a consequence, these institutions, both public and private, have been located, constructed and managed with slight regard to the necessities of the sick poor, or to healthfulness and economy. The first governmental restraint over the establishment of private hospitals was by an act of the Legislature, 1894 and 1895, requiring the approval of the certificate of incorporation of a proposed hospital by the State Board of Charities. Before approving a certificate the Board establishes, affirmatively, the following facts: 1. The desirability of such hospital at the time and place stated in the certificate. 2. The character, as to responsibility of the proposed incorporators. 3. The financial resources of the proposed incorporation. This law has proved of great importance by preventing the establishment, in undesirable localities, of hospitals, managed by irresponsible persons, and without adequate financial support. **The location, construction, and management of the public hospitals**

are under the control of three independent departments of the municipal government, viz., the Charities, Health, and Bellevue and Allied Hospitals. The private hospitals are under no other governmental supervision than that exercised by the State Board of Charities, as stated above, in approving their certificates of incorporation.

A system of hospital development adapted to the wants of the people of the city of New York, during the twentieth century, must be based on a judicious consideration of the following questions:

(1) *What Will be the Future Demand for Hospital Care for the Sick?* — The experience of the last half of the nineteenth century teaches an impressive lesson as to the future demands of the sick for hospital care and treatment. During the first half of that century, there was but one hospital in the old city of New York, excluding the Almshouse, although the population increased from 60,515 to 515,547. During the last half of the century the hospitals increased to upwards of 70, with an increase of the population to 1,850,093. A similar ratio of increase of hospitals to population occurred in the Borough of Brooklyn. At the present time the efforts of public authorities and private corporations, and citizens to increase hospital accommodations is unprecedented.

The increasing popularity of hospitals is due to the great advance of scientific medicine and surgery in determining more accurately the nature of diseased processes, and the conditions essential to their successful treatment. New methods of analysis and instruments of precision are more and more enabling the students of pathology to discover the ultimate elements of disease. The result has been the identification of large numbers of individual diseases hitherto grouped under one name, and consequently treated in gross. These discoveries have enormously enlarged the field of operative surgery, and multiplied remedial measures that must be applied with the greatest exactness.

As these revelations of the modern requirements of practice are in an early stage of development, we can but conclude that hospitals will become more and more the resort of the sick during the present century. Already the conditions of success in surgical practice demand so much apparatus, and such precision in its use, that skilled and judicious surgeons insist upon the removal of their patients to the hospital. Not less important is the hospital for the treatment of an increasing number of diseases that

fall to the care of the physician, and to the specialist. So impressed are practitioners with the necessity of hospital care of their patients that many are creating their own private hospitals.

We are justified in concluding that there is to be a constantly increasing demand for hospital accommodations for the sick of New York. It is, perhaps, not unwarranted to predict from the experience of the past that the time is not distant when acute diseases will not be treated in the homes of the people, but in hospitals.

(2) *What Shall be the Organized Municipal Authority Having Jurisdiction of the Hospital System Suggested?*—There should be created a "Department of Hospitals." The chief officer should be a "Commissioner of Hospitals," who should be a physician of not less than ten years' experience in hospital practice, and of assured executive ability. The "Department of Hospitals" should be under the control of a Board consisting of the Commissioner of Hospitals, the Commissioner of Charities, and the Commissioner of Health.

This plan of organizing a department is similar to that of the Department of Health, the Board of which consists of the Commissioner of Health, the Commissioner of Police, and the Health Officer of the Port. The object sought to be accomplished is the union, in the government of the Department of Hospitals, of the allied departments which have an interest in its operations. The Department of Hospitals should exercise complete control of all the public hospitals now or hereafter created, viz., the Bellevue and Allied Hospitals, the hospitals under the control of the Department of Charities, and the Contagious Diseases Hospitals under the control of the Department of Health. The assignment of ambulance districts to hospitals should be transferred from the Police Department to the Department of Hospitals.

(3) *What Should be the Relation of the Department of Hospitals to Private Hospitals?*—The Department should have the duty of approval or disapproval of the certificate of incorporation of all private hospitals, now imposed by statute upon the State Board of Charities, and such approval should be based on the facts required by that Board, viz.: 1. The desirability of such hospital at the time and place proposed in the certificate. 2. The character of the proposed incorporators. 3. The adequate resources of the promoters. The Department the private hospitals in the care and treatment of

dependent patients when satisfactory arrangements can be made with the managers. There are many private hospitals so located, constructed, and equipped that they would form an important part of the hospital system suggested if they were subsidized by the payment of an adequate sum for the care of the patients received by them. Vast sums of money expended in the construction, equipment, and management of new hospitals could be saved if the public authorities would pay private hospitals a liberal *per capita* allowance for the treatment of charity patients. The Department should have visitatorial powers of all private hospitals, and such supervisory jurisdiction as will harmonize their management with the system of hospital administration created by the Department.

(4) *What Should be the Relation of the Public Hospitals to the Medical Profession?*—Every person who is legally qualified to practice medicine in the State of New York should be allowed to send his patients to the public hospitals of the city, to attend his patients exclusively while in the hospital, and to invite any legally qualified practitioner to co-operate with him in the treatment of his patients, whether as a consultant or operator. This plan of organizing the hospital service has been pursued for many years by hospitals in this State with the happiest results.

The exclusion of the medical profession from a participation in the benefits of a public hospital is not only a wrong to that profession, but works a serious injury to the sick. Under present hospital regulations, the medical staff exercises all the powers of the most exacting monopoly though the method of appointment secures only ordinary practitioners. Physicians, not members of the attending staff, whatever may be their abilities or rank, have no rights in the hospital. On sending their patients to a hospital they lose all control of the care and treatment, which are assumed by the physicians who have been so fortunate as to be appointed to the medical staff of the hospital. The result is that the outside physician loses his patient and, what is perhaps of more importance, the patient loses his physician. Hence, large numbers of medical practitioners, perhaps more competent to treat their patients than the members of a hospital staff, refuse to send their patients to a hospital, though the disease is of a kind to require hospital advantages for successful treatment. This old-time custom of excluding the profession from the benefits of hospitals has come down to us from the hospitals of London, and ought to be abolished in this progressive age.

(5) *What Should be the Relations of the Public Hospitals to the Medical Schools?*— Practical instruction in hospitals is becoming more and more recognized by the medical colleges as an essential part of a complete medical education. It is good public policy to encourage the promoters of medical education to utilize the hospitals under municipal control for the purpose of clinical instruction by giving them access to the patients under proper rules. The popular prejudice against the admission of medical students to the wards of hospitals for the purpose of bedside instruction was formerly intense. It was regarded as an outrage upon the patients to expose their diseases to the observation of a class of students. In practice, however, it was found that the patients in a ward who were selected for study were very proud of the distinction, while those who were passed by were offended at their apparent neglect. The facts established by experience show that the benefits of clinical instruction are reciprocal as between the hospital and the school. The hospital which has the most perfectly organized system of clinical instruction has the most thorough and exhaustive investigation of the diseases of the patients, and, as a consequence, the highest grade of treatment, and this necessarily results in the most efficient administration of the entire hospital. On the other hand, the value of clinical instruction to the school is inestimable. The time is not distant, we trust, when the hospitals of the city will, as in the European capitals, be the centers of medical instruction, rather than mere accessories.

(6) *What Should be the Relation of Public Hospitals to the People?*— The public hospitals, built and supported by public funds, should furnish adequate facilities to all classes and conditions of the people, who, by accident or disease, require the advantages of hospital care and treatment. To meet these requirements the hospital should be so constructed as to furnish apartments adapted to every rank and grade of society, from the charity patient to the millionaire. The rate of pay should be scaled on the basis of the accommodations supplied, whether in a general ward, a room with one or more occupants, or an entirely private apartment, or apartments. Moreover, the patient who pays for hospital accommodations should have the privilege of selecting as his medical attendant any legally qualified practitioner, unconnected with the hospital staff, and all the resources of the hospital should be given to the service of such practitioner.



(7) *What Should be the Classification of the Public Hospitals Adapted to the Necessities of the People?* — The first class of hospitals which the sick and injured require is that which meets emergencies, viz., “The Emergency Hospital;” the second class should provide for the sick during convalescence, viz., “The Convalescent Hospital;” the third class should be equipped for the treatment of special forms of disease, viz., “The Special Hospital;” the fourth class should be devoted to diseases which require isolation, viz., “The Contagious Diseases Hospital.”

(8) *The Emergency Hospital.* — The first hospital in the proposed system is the Emergency Hospital, where the sick and injured receive first treatment. The capacity for these hospitals must vary with conditions, but in general it would be comparatively limited, as the term of residence of those requiring its special care and treatment must necessarily be brief. As much will depend upon the character of the population of the locality it may be estimated that their capacity will be for 300 patients as a minimum, and 600 patients as a maximum. The location of these hospitals must be in the vicinity of the people they are intended to serve. To determine this fact the city should be divided into *Hospital Districts*, the division being based on the laboring or tenement-house population, and registered sickness.

*The construction of an Emergency Hospital in New York City* admits of a variety of plans and details. The principle governing the construction of hospitals since the Civil War is to the effect that the danger to the health of the people, in domicile, increases in proportion to the increase of the persons occupying a given ground space. Therefore, the wards were spread out over a large area and were one, or at most, two stories in height. This sanitary maxim is true where people live in loosely constructed structures, or in many-storied buildings in which one story ventilates freely into another. In the country where land is cheap and construction work is not of the highest order, the best style of hospital architecture is the cottage form, with wards one or two stories in height. But in a city where land is expensive, and construction is under close governmental supervision, the conditions are so completely changed as to warrant an entire reversal of the ancient sanitary maxim. The modern “apartment hotel” has demonstrated the fact that construction may be so perfect that, in the multiplication of stories in a city structure, the healthfulness of apartments increases in proportion to their distance from the level

of the street. The lofty apartment houses are rapidly supplanting the old style residences, on account of both health and the many additional conveniences and economies in living. In like manner the many-story hospital is destined to supplant, in cities, the two or three-story structures. The lower two or three stories will be devoted to the administrative duties, while the higher stories, exposed to the sunlight and free air of the country, will be devoted to the sick.

The plan here suggested of building a series of Emergency Hospitals, ten, fifteen, or more stories in height, on very limited areas of ground, in "Hospital Districts" carefully defined according to the needs of the people, greatly simplifies the problem we are attempting to solve. In the first place it will not be necessary to select expensive plots of ground, but any available place within a given distance could be taken. Next would be the diminished cost of building owing to the compactness of the structure; it is estimated that such buildings could be erected for hospital purposes at a cost per bed not to exceed \$1,000. Again, the administration of such a hospital would be far less cumbersome and expensive than the old-time cottage hospital. Finally, the healthfulness of the hospital of many stories would be far greater than the hospital whose wards are constantly exposed to the foul air, heat, and noise of the streets.

*The Attending Staff* should consist of two grades, viz., the Senior and the Junior. The term of service in each grade should be five years, or a total of ten years in both grades. The Senior grade should be filled by promotion from the Junior grade, and no person should be eligible to the Junior grade who is over fifty years of age, nor who holds a similar position in another hospital. The Senior Attending Staff should have supreme control of the division of the service assigned to each, and the Junior Attending Staff should act as assistants and substitutes to the Seniors.

*The Resident Staff* should consist of two grades of graduates, viz., the Senior and the Junior. The term of service should be six months in each grade, or one year in both grades. The members of the staff should be residents through both terms. In apportioning the service an average of fifty patients should constitute a division to which an individual member of the Senior Attending Staff and his assistant, and a Senior and Junior member of the Resident Staff, are assigned. The service should be continuous.

*The Consulting Staff* should consist of two classes, viz., (a) General Consultants, and (b) Special Consultants. The General Consultants should be physicians and surgeons who have served the full term of ten years in the hospital, and the Special Consultants should be eminent practitioners in branches of medicine and surgery, classed as specialties. When the Consultants of either class are called in consultation on patients, in public hospitals, they should be paid a reasonable professional fee.

*The Medical Board* should consist of the Senior Attending Staff, and any member of the Junior Attending Staff acting as a substitute. The Medical Board should be responsible to the Department of Hospitals for the nomination of all subordinate officers and for a close, daily supervision of the order, discipline, efficiency, and economy of every branch of the service.

*The Executive Officer* should, preferably, be a physician of assured executive efficiency. The Executive Officer and subordinate officials should be recommended by the Medical Board to the Department for appointment, and no such official should be appointed without such recommendation.

The special features of the above plan of organizing the Medical Service of an Emergency Hospital, which require comment, are as follows:

1. The division of the Attending Staff into two grades, Senior and Junior, is important, viz.: (a) The diseases of the patients being acute, the members of the staff should visit daily; which requires that there should be two attendants to meet emergencies. (b) The training of the Junior member, during his five years' service, fits him to take the place of the Senior, on retirement, and thus a high degree of qualification is maintained in the medical service. (c) A fixed term of service of ten years, five years in each grade, is ample in an Emergency Hospital, to secure all the benefits of experience that a hospital can confer; if the term is limited the attendant is far more likely to attend strictly to his duties in order to gain all the advantages possible during his term; within ten years a competent physician will secure a private practice which will absorb all his interests and energies; finally, the limited term admits of the admission of a far larger number of capable and deserving young physicians to the advantages of hospital practice. This scheme would result in a reform of the present obsolete practice of appointing men for life to hospital staffs, many of whom, far advanced in years, hold similar posi-

tions in other hospitals, and would give scores of competent graduates opportunities for hospital experience. (d) Hospital consultations are too much neglected. Every medical staff of a hospital should have the counsel and advice of men of large experience when emergencies occur in practice, and hence the necessity of the two grades of Consultants. The General Consultants are men who have already served in the hospital for a full term of years, and are able to appreciate the conditions which are present, and which require a judgment based on experience for their proper determination. The Special Consultants are necessary to meet satisfactorily the emergencies which arise on the admission of special forms of disease. The professional fee is the just due of the Consultant of either class. (e) The term of one-year service for the Resident Staff, in two grades of six months each, would secure greater devotion to duty and admit a larger number of recent graduates to the advantages of the hospital. (f) The continuous service and an average of fifty patients to each division secures that continuity of treatment of, and interest in, individual patients, so essential to their recovery. (g) The Medical Board should be composed of officers having the largest experience in the affairs of the hospital, and immediately responsible for every detail in its management.

(9) *Convalescent Hospitals*.—The questions which arise in the discussion of the establishment of Convalescent Hospitals are much more readily determined. The most important are, (a) Location; (b) Construction; (c) Administration.

(a) The location of a Convalescent Hospital should be in the open country, on an elevated site, easily accessible to the city. The location should be on a water front navigable from the city, for two reasons, viz.: 1. For facility of transportation of both passengers and supplies, and, 2. For the curative effect of the recreation afforded to the sick by excursions on the water. The site should contain ample grounds for the cultivation of farm supplies, as vegetables, milk, fruits, stock. There is a great variety of available sites for Convalescent Hospitals along the shores of the Bay, the Sound, and Hudson River, within suitable distance of the city.

(b) The Construction should be a colony, with cottages of the family type, and sufficient in number to allow of minute classification. These structures should be very simple and inexpensive, but substantial and durable. It has been experimentally determined in Germany that convalescents who do suitable work out-

of-doors, on farms, recover much more rapidly than do those confined in city hospitals.

(c) The administration of the Convalescent Hospital should be under the direction of a medical officer of large experience in the practical duties of hospital management, with a resident medical staff of recent graduates, having a limited tenure of service. The Training School for Nurses of the Department should be located in this hospital, and, by properly arranged scheme of assignment, should furnish nurses to all of the other hospitals. The members of the attending staffs of the various hospitals should have the right to the continuous care of the patients whom they send to the Convalescent Hospital.

(10) *Special Hospitals*.—There is a growing need of well-equipped and managed special hospitals in this city in which instruments of precision are necessary to successful treatment. The provisions made in existing hospitals and dispensaries for the treatment of the special diseases of the poor, as of the eye, ear, nose, and other organs, are inadequate and preventive of that high grade of success. The importance of these special institutions is seen in the crowds which throng the few better-conducted hospitals and dispensaries, numbering often five and six hundred during the two or three hours of attendance. The proper treatment of the diseases of sensitive organs, as the eye and ear, requiring the expert use of delicate instruments, under these conditions of rush and confusion, is impossible. The only possible relief to those seeking treatment of special diseases is a large increase in the number of thoroughly equipped hospitals and dispensaries devoted to these specialties.

(11) *Contagious Diseases Hospitals*.—These hospitals were formerly under the control and management of the Department of Charities. Owing to their inefficiency, the Department of Health, in 1872-3, began to create hospitals for contagious diseases on an entirely new basis of location, construction and management. The value of these new hospitals was at once demonstrated. The protection which they have afforded the tenement-house classes from the brood of domestic pestilences which formerly decimated the homes of the poor cannot be estimated. The remarkable improvement in the efficiency of these hospitals when removed from a department devoted to the custodial care of the poor to a department having expert knowledge of contagious

diseases strikingly illustrates the defects of our hydra-headed system of hospitals.

(12). *Organization of Hospital System.*—The practical application of the foregoing suggestions to existing conditions could be much more readily effected if the previous development and growth of our hospitals had been along definite and well-devised lines, and under a competent municipal authority. But even in their present chaotic state as regards location, construction, and division of authority in management, a serious effort should be made to so organize them into a system that during the present century they will develop symmetrically, and thus be better adapted to fulfill their mission to the sick efficiently and economically. To that end the following suggestions as to the method of organizing the hospital system, above outlined, are submitted.

1. The "Department of Hospitals" should be provided for by an amendment of the charter of the city.

2. When organized the Department should create "Hospital Districts," the division of territory being based on the population of the laboring or tenement-house classes and the sickness rate.

3. The following public hospitals should become "Emergency Hospitals," with properly assigned districts, viz., Gouverneur, Bellevue, Harlem, Fordham. In furtherance of this plan the proposed New Bellevue Hospital, to accommodate 2,000 or 3,000 patients and to be built at a cost of upwards of \$12,000,000, should be discarded, and an Emergency Hospital should be constructed there on the plans above given, to accommodate 600 patients. The remaining grounds should be sold, the income of which would construct the proposed Bellevue Emergency Hospital and provide a Convalescent Hospital. This plan would save to the city, not only the \$12,000,000 for the greater Bellevue, but, as seen in paragraph (5), also the \$7,000,000 for the extension of hospital accommodations on Blackwell's Island.

4. In providing Emergency Hospitals for districts where none now exist, the Department of Hospitals should endeavor, first, to arrange with any private, well-equipped hospital in that vicinity, by suitable payment for the care of public patients, to become the "Emergency Hospital" of that district. There are a large number of private hospitals which would gladly accept that position and thoroughly perform its duties, if they could be compensated adequately, thus saving to the city the enormous cost of erecting, equipping, and managing its own hospitals.

5. One or more "Convalescent Hospitals" should be at once created on ample farm lands located on the water front within easy access of the city. When such a hospital is ready for occupation the inmates of the hospitals on Blackwell's Island should be removed as they convalesce to the "Convalescent Hospital," and these Island hospitals should be converted into infirmaries for the incurables and other classes in that Department of Charities. By this change the \$7,000,000 required for the additions to these buildings for hospital purposes would be saved to the city, and the accommodations of the Department of Charities would be greatly improved.

6. The "Special" and "Contagious Diseases" Hospitals would take their proper places in the system of hospitals organized by the proposed Department of Hospitals, and their location, organization, and management would be in accordance with the latest teachings of science and experience.

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**REPORT**  
**OF THE**  
**COMMITTEE ON REFORMATORIES.**

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## REPORT.

### *To the State Board of Charities:*

Your Committee on Reformatories respectfully reports that during the fiscal year ended September 30, 1906, the several State institutions of a reformatory and training school character, subject to the visitation and inspection of the State Board of Charities, have been visited by the committee and inspected regularly by the Board's inspector.

### **Society for the Reformation of Juvenile Delinquents in the City of New York, Commonly Known as "The House of Refuge," Randall's Island, New York City.**

The present year closes with the question of the location of a new site still unsettled.

An extension of time and a modification of the restriction as to distance from New York City have been granted by the Legislature, giving the commission authority to settle upon a site located within seventy miles of the city instead of the fifty-mile limit before enjoined.

Many of the inherent defects of the old buildings have been tolerated in the expectation that the institution would very soon remove to a site and plan of housing more in keeping with modern demands. This is especially true of the cell form of confinement to which the 264 boys in the present second division are sent at night.

A discriminating classification and segregation has thus been impossible.

### *Some Physical Improvements.*

The old building formerly occupied by girls has permitted some latitude in the rearranging of such quarters and divisions as heretofore were the subject of special criticism at times of committee visitation and inspection, namely:

General quarantine quarters and the fourth division boys' sleeping quarters.

The first floor of the building is a spacious, well-lighted and ventilated room and is furnished with convenient furniture for quarantine, and will care for several dozen boys at one time if necessary.

The room is large enough to permit of drill practice. Boys during the period of observation are taught the manual of arms; this instruction serves both the purpose of daily exercise and necessary knowledge in military tactics which is a part of the institution training.

On the upper floor, equally as well appointed from a hygienic standpoint, have been assigned cellrooms for that portion of the family older in years and more advanced in criminal tendencies who need special treatment and separation from the younger members.

On March 1st of the year an experiment was made in educational work; a special teacher was assigned to the division who took each boy in turn, graded him after an examination and mapped out for each a distinct course of study. So far the experiment promises encouraging results.

### *Parole Work.*

Of the character of boys being received since the operation of the new law of June 1, 1904, this is to be said: A more difficult and less responsible class seems to be in the ascendency. This condition is thought to be in a large measure chargeable to the greater care and more discriminating inquiries made by the children's court and the parole system connected therewith.

The natural result of thorough court work is that the less promising material finds its way into institutional life. That these conditions add greater problems for the management of the "Refuge" goes without saying.

The parole work of the institution is continued along efficient lines. The recent allowance of an extra visiting officer has materially aided in making more effective this very necessary field of endeavor.

In a large special institution such as this, the services of six such officers would be none too many. So much of the really good results to be secured in the interests of these boys depends upon a discreet and tactful after-visitation and a helpful guidance

that the matter of a little extra expense incurred for the present in this department should not be unfavorably considered. It will pay well in the future.

The following statistics have been gathered and tabulated:

Whole number boys under supervision parole not expired. .	620
Reporting regularly up to close of fiscal year and doing well.	340
Returned for violation of parole:	
By recommitment . . . . .	4
By parole officers through courts. . . . .	30
By parole officers direct. . . . .	40
	<hr/> 74
Returned, held temporarily and reparaoled. . . . .	20
Delinquent in matter of reporting regularly for changing employment or address without permission and cases ordered investigated and boys returned where necessary.	133
Sent to other institutions . . . . .	33
Died . . . . .	1
Insane or feeble-minded. . . . .	2
Parole expired on account of age, viz.:	
Doing well. . . . .	11
Doing badly . . . . .	6
	<hr/> 17
	<hr/> 620

It is realized by the management that through the department of parole the main help is to be secured in bringing the present family to the point where transfer to the new conditions will be most expeditiously and properly made. The best work under the proposed new plans will be with boys who have not yet acquired the habits of the routine of the congregated plan of institutional life.

With this thought in mind Superintendent Byers is shaping his present course so that the family may be less embarrassed in its final work of classification and adjustment to new conditions.

*Educational and Industrial.*

Reflected from the operations of the parole law was the need of a readjustment of the course of study to meet the changing character of the population.

The curriculum fixed upon by the principal and school authorities has in its modifications given more place to constructive work of the manual training grade and is designed to fit in better with the introductory plans of the Industrial Department. Visitation to the schools during the year has confirmed the wisdom of making the change.

In the field of industrial effort the departments are found now somewhat better supplied with material than heretofore. Much practical work of use to the institution has been done during the year.

In the blacksmith shop the boys have made over and re-enameled in white 107 bedsteads, fitting to each a substantial wire-cleated mattress. Other squads of boys have renewed and re-covered 200 grass fibre mattresses. The carpenter shop, plumbing shop, tailor and shoe shops have all contributed their helpful quota.

**State Agricultural and Industrial School, Rochester.**

The trying task of conducting two institutions at one time is the situation developed here, by the process of gradual removal from the congregate system of housing within the city limits to that of the cottage colony on the new site in the country at Rush. This feature has been exceptionally embarrassing to the chief officers upon whom fell the burden of reconciliation and adjustment of old methods to new and the selection and classification of the new families for farm colony life.

In spite of the fact that aggravating delays have been added and unnecessary difficulties created by the inability of certain contractors to meet promptly their engagements the new work has been carried steadily forward, and under new contracts entered into in April, other builders are completing the erection of cottages and barns.

*Present Status at New Site.*

The colony family as a whole is now assuming the proportions of a more serious community life. The entire primary department has already been transferred. It has been the earnest hope of the managers to have the whole city family moved by the first of the new year, but the fall months were so unusually severe that many delays were caused in building operations. It is encouraging, however, to know that the end is in sight. Prof. Briggs' is now preparing to remove his family to one of the original farm cottages which is being remodeled for his occupancy. Most of the present work at the boys' cottages is of a nature preparatory to occupancy and embraces plans and adjustments to the scheme as a whole.

The present condition of the buildings is as follows:

Cottages opened and in full operation.....	11
Cottages opened, furnished, but awaiting assignment of supervisors . . . . .	4
Cottages completed all but water and sewerage connection . . . . .	2
Cottages nearing completion, needing still minor window and door hardware supplies; cement floor in kitchen and basement, and water and sewerage connection...	4

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This covers the total number originally contracted for.

*Census Division.*

The number of boys at the new site at the close of the year was . . . . .	206
The number remaining at the city school.....	309

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Of the boys beyond 16 years of age the division is as follows:

At new site . . . . .	37
At city house . . . . .	128

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The plan followed is to send all newly-committed boys directly to the farm and in transfers from the city house to select younger boys and such as will better fit in with new conditions. None are now at the new site who were committed at the age of 16 years.

*Cottage Administration.*

Inspections and visitations have given particular notice to the progress made in the employment and assignment of supervisors. It is realized that a great measure of success in the new work depends upon securing persons of right temperament and attitude.

The superintendent reports encouraging progress in the matter of securing couples for these positions. Newcomers so far assigned are gradually acquiring more familiarity with the duties and it is hoped that with the counsel and guidance of an experienced supervising matron they will rapidly adjust themselves to the fuller requirements of the new work.

*Parole Efforts.*

With the change in plan of housing and character of commitments will also come of necessity a revision of the system of parole. At present this work is about equally divided between two voluntary societies of a religious character and the efforts made by the chaplains assigned to the school proper.

Boys are visited only in special instances, and are usually kept in touch with by correspondence. It is impossible to expect these officers who already have prescribed duties within the institution to give that full attention to each case which is expected by the parole laws.

Undoubtedly one of the most important departments of reformatory work, equalling in results the training of the school itself, is that of parole visitation, sensibly, practically and thoroughly conducted.

*Closing of the City House.*

More than half of the family is still quartered at the city institution, and of that number (309) a large proportion are older boys hardly suitable for the new work by reason of criminal tendencies, or as otherwise experienced in institutional habits which would unfavorably affect the discipline of the cottage home life.

With

supervision and by suitable transfers  
it should be empty by the

**Western House of Refuge for Women, Albion.**

This institution has materially added to its bed capacity by the physical improvements begun and completed during the year.

Cottages Nos. 5 and 6 have added forty-four beds, making the normal bed capacity of the plant now about 195. At the time of committee inspection No. 5 was fully occupied and No. 6 was finished and ready but lacked certain furniture and general equipment.

The work of remodeling the administration building has progressed so far as to make certain that by the close of the year the painters may begin their work. Much needed additional room has been provided for general office purposes, two more living rooms for staff and the enlargement of four other rooms on the second floor.

The new chapel is practically completed. It provides for a recreation hall and gymnasium on the ground floor or half basement. Both the hall and chapel proper have more than abundant natural light and good ventilation. The workmanship of this building is creditable.

We, however, exceedingly regret that the building set aside for religious worship should at the same time be identified in the minds of the inmates with secular exercises of a character likely to minimize the helpful influences which it is designed the chapel and its services should arouse and foster.

The architectural plan of the new cottages is out of harmony with the general group scheme. The inferiority of design is emphasized in the factory-like aspect of the completed work. The distinctive yet plain ornamentation of brick which gave the older cottages a certain character is omitted from the new ones. The pleasing brick porches of the old are wanting. The main entrances are not in the center; thus the symmetry of the façade is destroyed. The roofs have also been made conspicuously different in style and color.

This committee sees no satisfactory reason why any departure whatsoever should have been made in the exterior design of the original group of cottages. They present in every way a better and more homelike appearance than the new ones just completed



by the State Architect. This is a misfortune which the State Board of Charities, having no longer the power to disapprove of the plans for the construction of buildings for the State charitable and reformatory institutions, was powerless to prevent.

### *Classification.*

The overcrowded condition of the institution will be materially reduced when both cottages are fully equipped. On the day of visitation the census was 222, which necessitated the use of hallways for sleeping quarters and prevented a proper family classification.

In general the following assignment of inmates has been made:

Cottage 1. The younger and less hardened girls.

Cottage 2. Next better grade as assigned by superintendent upon recommendation of cottage and staff officers; and so on.

The "Refuge" or seventh building in order, is held for the less promising residuum.

### *Future Provisions for Enlargement.*

With the erection of the sixth cottage the rectangular scheme for placing the buildings was completed.

Future extensions will necessarily have to be on the higher ground to the south adjacent to the present group. The State's property now held is not well located for the reason that it is cut in two by the main highway, on one side of which is a 62-acre farm, and on the other the reformatory proper; unused land on this side is too low for building purposes. The committee, therefore, renews its former recommendation that the farm property now sublet and of little value to the institution be sold, and with the proceeds the more suitable land for future building purposes to the south be acquired.

A signal advantage in the purchase of the latter will be, as was fully outlined in the 1904 report — namely — the possibility of having at small expense a railroad spur built for the direct delivery of the institution supplies of which the coal item alone is no small matter.

The committee again refers to the inadequate hospital provisions. Some relief must certainly be given. The institution is growing, yet it depends upon a single open ward for all its hospital work. Here of necessity mothers and babies, special diseases and tuberculosis are being treated. The situation as it now exists is not creditable to the State.

### *Discipline.*

Remarkable as it may appear with all the inconvenience of crowded conditions the discipline of the institution has been exemplary. Comparatively few runaway attempts have been made. Superintendent Curtin says of this that the special efforts made by herself and associates to gain the girls' confidence has much to do with this result. It has been the custom at this institution for the superintendent to visit cottages at certain times each week to privately interview girls who wish to speak or seek advice about their personal affairs. The confidences exchanged have beneficially reflected upon the question of discipline.

### *General Records.*

The Committee on Reformatories embraced in its general inspection an inquiry and examination of records and office methods and later assigned an inspector to make certain special tests along the lines indicated by Chairman Stewart.

With the growth of the institution a corresponding enlargement of and readjustment of system was necessary. This will have to be more fully planned for especially in the form of entry and character of data supplied by such records as may be kept in the divisions of parole hospital, both general and dispensary work — discipline and merit as applied to each girl's general standing and institutional conduct.

### **New York State Reformatory for Women, Bedford.**

The commitments from the metropolitan courts to this institution have during the year increased so rapidly that notification had to be sent to the board of city magistrates of New York to withhold their assignments for a period. Vacancies since occurring from time to time have been filled from the rural districts upon application filed in advance with the superintendent of the

institution. This shows in a convincing way the urgent need of keeping the facilities abreast of the needs.

The normal bed capacity of the institution at the close of the year was 215. The population on latest day of inspection was 228 — ten babies.

The most serious aspect of this overcrowding is probably felt in the reception house where it operates to practically annul the progressive steps of promotion and classification to which these girls are entitled after a certain course of training. To deprive them of these advantages makes them restless and unhappy and in time reacts upon discipline.

#### *Some Betterments Noted.*

During the year a number of improvements have been made of which the following are the more important:

a. The frame building for use of male employees has been completed and is now occupied. It provides for six men. A man and wife occupy the first floor and board the others.

The advantage of having the men within call is important in the event of fire or special emergency.

b. The work of laying cement walks has been continued; some 400 square feet have been laid by the inmates under direction of officers.

c. The heating system has been extended to give the hospital cottage better service for the winter. The connections were made by the engineer and the excavations by the inmates.

d. The telephone service between buildings has been extended. Six instruments were secured from another State institution in exchange for other material.

The work of installation was performed by own labor.

e. A traveling library of 100 books has been secured from the State librarian.

#### *Building Operations.*

Since October 2, 1905, work has been more or less in progress upon two additional cottages authorized by the Legislature of 1905. Bids for these were originally opened July 14, 1905. The appropriation was found to fall short some \$7,000 on the figures of the lowest bidder. Plans were subsequently modified to permit of building within appropriation figures. At the close of the present year their condition is as follows:

Both cottages, known as No. 5 and No. 6, are under roof. The white plaster work is being completed, the conduit and pipe installation nearly finished. Windows throughout have been placed. Fire escapes have been erected. There remains still the laying of the maple flooring and the placing of trim. Interior plumbing work is just begun. The contractor's representative promises final completion some time in January, 1907. Sixteen mechanics are at present working on the job.

#### *Industrial and Educational Efforts.*

The classes and character of the industrial training continue with but little change on lines as before noted. A full quota was found assigned to each of the following divisions: Plain sewing, dressmaking, cooking, basket and palmetto hat making, rug weaving, laundry work in general and gardening and general house work.

The courses in each appear sensibly planned; selections of pupils have been made with a view to adaptability of the inmate and the possible practical after-value of the training.

The general school work is showing progress in spite of the fact that schoolroom space is limited and that the grade of girls now committed is a more neglected one. For this reason it has been found that the school work must be conducted on more individual lines to be most effective.

This necessitates the formation of small groups.

It is hoped the Legislature may soon grant the means to build a structure which shall combine under one roof, with proper segregation, ample facilities for needed school and industrial extensions.

#### *Health Conditions.*

The institution has been fortunate in having a comparatively good health report for the past year. Its hospital facilities, however, are far from adequate — even at the present time such few contagious diseases as are being treated cannot be given proper isolation.

#### *Parole.*

A more general and discriminating application of the parole regulations by committing magistrates in conjunction with the operation of the laws restricting the age of inmates to be cared for at Hudson has resulted in bringing to this institution a more hardened and difficult grade of women.

The experience of the year shows a larger percentage who have been addicted in an excessive degree to the use of liquor, drugs and tobacco, and that the real benefits of the institution training are more slowly acquired because of the resultant disturbed mental and nervous conditions.

This affects the most desirable features of after-supervision and defeats the real purpose of parole because of the limited period of unexpired time frequently remaining between time of discharge and the three-year maximum of confinement. Many are now found who need the most attention at a time when this period is about to expire.

### *Records.*

A comprehensive form of record is made of all detentions and discipline while inmates are under assignments to the disciplinary building. An examination of the register shows that daily entries are made of the conduct and occupation of each inmate while so detained.

In the general family cottage, matrons, and the house of reception matron, keep a record of the conduct and industrial occupation of each inmate, which is filed weekly with the superintendent and compiled for parole reference by the assistant superintendent. The simple form of the system commends itself.

The committee again refers to the housing conditions in the reception building and renews its recommendation for appropriations to make needed changes therein. Its prison-like character is injurious to reformatory work, and the isolation of the prison cells increases the difficulties of proper and helpful supervision.

### **New York State Training School for Girls, Hudson.**

The inadequacy of the appropriation of 1906 for two additional cottages, including alterations in industrial building and fire escapes, has brought to a standstill the plans outlined by the managers for the careful segregation and classification of the new family. To meet the pressure of urgent demands for admittance the old frame hospital formerly abandoned has been reopened and put to the best use possible, until a deficiency appropriation of some \$5,700 can be made available to begin work on the new cottages.

In the light of another year's experience gained with the younger girls it would seem desirable that when building operations are begun, the plans might provide specially for a cottage for the lower grade girls with location apart from the main group assigned to the girls nearing the completion of their course of training.

*Adjustment to New Character of Work.*

The year just closed has been a trying one to the administrative force. It began with sixty-seven women of the "Refuge" family still to be cared for, to which was added the routine work of the family of training school girls.

The chief improvement, therefore, to be recorded is the successful disposition made of the former class, whose presence in the family caused many awkward and complicated situations.

The committee is glad to report that at the close of the present year, by a judicious use of the parole, there remains but one "Refuge" girl and she is provided for in the administration building.

The departure of the older girls of the "Refuge," while desirable for the better discipline of the institution, made it very difficult at first to maintain the household routine on the same even basis as heretofore.

In the dressmaking and general sewing-rooms the situation became at one time very acute. Matrons and other officers were called upon for extra service to keep a reasonable stock of clothing on hand for current use. That no more embarrassment was created is due entirely to their loyalty in meeting promptly a situation that called for personal service.

*Industrial and Educational Training.*

The general inspection made at the close of the present year shows encouraging progress in the organization of both the industrial and educational departments. With the aid of an additional teacher thirty-two girls are now graduated from the plain sewing course and are well advanced in dressmaking; sixty-four other girls are rapidly acquiring knowledge of plain sewing.

In the laundry there are now four squads representing a total of sixty-four girls. The cooking course calls for an attendance of twenty-four.

The scholastic work is being planned for in smaller groups and with the additional school teacher allowed permits the opening of a new class, thus reducing the size of individual classes to a better working number.

Still greater benefits are possible by further reduction of numbers in each class. A normal class in work of this character should not exceed thirty-five pupils.

#### *Health of the Family.*

The inmates have been free from contagious diseases developing within the institution during the year. An examination of the medical reports filed by the resident physician shows that all such cases treated were peculiar to the class of inmates in the third grade upon reception at the institution.

The greatest number of acute syphilitic cases recorded was in October, when nineteen were under special observation.

#### *General Condition of Grounds and Property.*

The grounds and premises about the cottages are kept in good order. Much of this condition of the outdoor work is to the credit of the girls. It is customary to have them work in squads on pleasant days, combining exercise with practical work.

The subject of proper sewage disposal is one as yet unsettled. Contact beds necessary to complete the system have not been begun.

Unnecessary delays have been experienced in securing needed approval to plans.

In several of the cottages extensive plastering repairs are needed, especially in the kitchen and workrooms.

Interior painting needs renewing in many places.

The committee recommends a more liberal appropriation for general repairs.

The committee renews its recommendation for the abandonment of that part of the plant equipped with prison cells. Forty-five of these objectionable cells are still in use in Stuyvesant building, notwithstanding the changed character of the inmates now committed to the institution. The crowded condition of that building with its several grades of girls also makes refectory arrangements very awkward. On each floor above the first the hallways are used as dining-rooms. Some are quite dark, and as the electric light is not in operation during the day, no relief can be given at the noon meal.

## REPORT OF THE-COMMITTEE ON IDIOTS AND FEEBLE-MINDED.

*To the State Board of Charities:*

Your Committee on Idiots and Feeble-Minded begs leave to report that it has made the annual visitation of the three State institutions intended for the care of the feeble-minded dependents of the State. It found the three institutions in a generally satisfactory condition. The population in all is at the maximum capacity and there are hundreds of applicants on the waiting list who cannot be received because there is lack of room in the existing buildings.

This crowded condition has existed practically for the last three years and at present there seems little prospect of a speedy change. It is true that new buildings are in course of erection at the two custodial asylums at Rome and Newark, but the opening of these new buildings will be delayed until the spring of 1907 at least, and then the new accommodations provided will afford room for about one-third only of the dependent feeble-minded who are waiting for admission. It is evident, therefore, that the State has arrived at a point where these conditions should be fully understood by the Legislature in order that sufficient funds be appropriated to make provision for enough new buildings to meet the present needs of the dependent feeble-minded.

Unless the Legislature makes more liberal provision for new buildings we are certain to witness increasing difficulty in the problems connected with the care of our dependents.

The settled policy of the State of New York is the removal from the almshouses of all dependents who belong to the defective classes. This policy has been embodied in section 6 of chapter 225 of the Laws of 1896, so far as the insane and idiots are concerned, which makes it the duty of superintendents of the poor to "provide for the support of poor persons that may be idiots or lunatics at other places than at the almshouses, in such manner as shall be provided by law for the care, support and maintenance of such poor persons." The same policy was also expressed by the establishment of the special institutions intended for epileptics and the feeble-minded. The State has never been able to fully ~~see~~ <sup>in</sup> its purpose and carry out its policy in this regard, for





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feeble-minded and idiotic persons and also epileptics are still maintained in the almshouses. The failure of the State to enlarge its existing institutions adequately results unfavorably not only to the inmates of the almshouses in the several counties but also to the general population. The State has not kept pace with the increase in its population so far as provision for its feeble-minded and epileptic dependents is concerned. In consequence, there is danger that the almshouses may return to the conditions which existed before the establishment of the State institutions for the feeble-minded. The law above quoted recognized the fact that no almshouse is fitted to provide the special care which these unfortunate dependents need, and that they are not equipped with dormitories suitable for idiots, and that although they may receive proper food, clothing and medical attendance it is impossible to give them the constant oversight necessary to prevent abuse. A census of the almshouses shows 1,518 idiots and feeble-minded persons in them.

#### **Syracuse State Institution for Feeble-Minded Children.**

Although the Syracuse State Institution for Feeble-Minded Children has during the year transferred eighteen of its older inmates to the custodial asylums at Newark and Rome, 45 per cent. of the inmates who remain are out of place there and should be elsewhere under strictly custodial care. Many children who are received into the institution are found upon arrival or within a short time thereafter to be incapable of following the course of instruction. All such children should be returned to their homes; instead they are retained and permitted to occupy the room intended only for children who can profit by training. While it is true that something should be done for the unfortunate ones who cannot be educated in the Syracuse State Institution, they should not be maintained there to the exclusion of those for whom the institution was established. When found unteachable, or unsuitable for other sufficient reasons, they should be transferred to the custodial asylums, or if that is not possible, be returned to their homes for final disposition by the county superintendents of the poor. If this course is followed the work of the institution and the scope of its present methods of teaching can be revised, which, with the employment of additional teachers and other changes, will be an advantage to the pupils. If this institution

ever fully accomplishes the object for which it was established — the successful training of feeble-minded children — it will be when it really becomes a school and is freed from the custodial feature. At present there are a number of inmates who are between fifty and sixty years of age; they have spent practically all their lives in the institution. They cannot be employed on account of age and weakness, and are maintained in the institution when, if they were in the other asylums for the feeble-minded, the school could take in an equal number of young children and give them useful training. There are many feeble-minded children in family homes and asylums who could be trained profitably in this institution if it were conducted altogether on the lines of a school. If it were made strictly a school the results would be more satisfactory and economical for the State. It is not now, in the common meaning, an educational institution. It develops the mind to some extent, but does not attempt the ordinary curriculum of the primary schools. It looks to the training of the hand and eye rather than the education of the memory and reasoning powers. While it may be true that few only among its present inmates are capable of development through ordinary school studies, there are, outside of the institution at present, many children who, if admitted to this institution, where they properly belong, would be benefited by careful teaching, and the institution should be open to them.

### **The Two State Custodial Asylums for the Feeble-Minded.**

The State Board of Charities has heretofore advised the removal of women and girls from the custodial asylum at Rome to that at Newark. The consideration of the situation discloses the fact that the limitation of the Newark custodial asylum must prevent it from ever becoming large enough to take in all the feeble-minded women who need custodial care. It has practically used all the available land for building purposes. When one or two more cottages are erected they will have filled the site with all the buildings it should contain, and thereafter, further extension can only be made at too great a cost to the State. In fact the village of Newark has grown so that it even now encroaches too closely upon the custodial asylum. It is desirable to have institutions of this character in a somewhat secluded location to give complete protection to the inmates.

It is possible, however, to enlarge the Rome custodial asylum

by the purchase of additional land for colony purposes, but it is also essential to the proper development of the institution that a complete separation of the sexes be made as soon as possible. This can be accomplished best by removing the female inmates to the asylum at Newark, where the new buildings now under way and contemplated should provide sufficient accommodations within a brief period of time. In the meanwhile, preparations should be made for the establishment of a second custodial asylum, intended solely for feeble-minded women. Thus the problem of the separation of the sexes would be successfully solved, and the Rome State Custodial Asylum be left free to receive and care for all the male idiots and feeble-minded who should be under custodial care. The further development of this asylum along colony lines will then be possible and all the inmates capable of useful employment can be separated into small groups, each assigned a suitable tract of land to cultivate.

#### **Colonies for the Feeble-Minded.**

The first colony for feeble-minded men established under State control has been in operation for many years at Fairmount, near Syracuse. It was primarily organized to relieve the overcrowded condition of the Syracuse State Institution for Feeble-Minded Children, but the men placed upon the farm have made it produce all the milk and most of the vegetables required for the maintenance of the parent institution.

The second colony was established during the present year in connection with the Rome State Custodial Asylum. The purchase of a small farm adjoining the lands of the State gave the asylum a farm building. This was repaired and converted into a dormitory, and since the spring of 1906 about twenty of the higher grade of feeble-minded young men have lived there. They have made a good garden, cultivated ordinary farm crops, taken care of some stock and repaired the farm buildings. While these farm buildings are not satisfactory for permanent use, they will do until the colony experiment for this class has been fully tested.

The colony plan promises well. Under proper supervision, when placed in small groups, the able-bodied men of the feeble-minded class ought to do more than earn their own support on small farms. They should make the farms profitable investments.

Then, too, the greater freedom which can be accorded the members of such a family on a small farm must add to their happiness. In the large buildings, where hundreds are domiciled, there can be little of personal freedom accorded to any of the inmates, but on farms all unnecessary restraint can be avoided. Thus, such colonies will enable the board of managers to select the more competent inmates and give them an opportunity to enjoy some measure of home life, for each farm cottage is intended to be a home to its inmates.

#### *Attendance of Managers.*

Your committee calls attention to the difficulty of securing a quorum of managers of institutions to attend the monthly meetings. It was stated that even some of the managers who live near to the institutions do not attend meetings for months. A similar condition may exist in others besides institutions for the feeble-minded, and your committee suggests that the State Charities Law should be amended so that managers failing to attend meetings may be promptly replaced by others willing to give time to the service of the State. If monthly meetings of the boards of managers are considered unnecessary, then a change should be made in the law so as to provide for quarterly meetings and to give authority to executive committees to act *ad interim*.

#### *Transfers.*

Another matter has suggested itself as a result of the visitation of your committee: The need of a more complete co-ordination between the several institutions for the feeble-minded. As the inmates are all of the one class, the three institutions should be so co-ordinated that the matter of transfer may be easily accomplished. Under the present law transfers can be made by order of the State Board of Charities after the managers of the institutions interested have had opportunity to be heard, but this method takes time and should not be necessary except in unusual cases. Ordinarily transfers should be arranged by agreement when they do not involve any extraordinary financial burden to the receiving institution. The purpose of the State would then be accomplished economically and the welfare of the State and the feeble-minded be protected,



*Buildings.*

Your committee inspected the buildings at the State custodial asylums at Newark and Rome and found that the new building under construction at Rome embodies the basement plan and is so arranged that living rooms are to be located in the basement. This must prove an unsatisfactory and unsanitary feature. The experience of the State Custodial Asylum for Feeble-Minded Women, Newark, with similar basements, has been unfortunate. Floors have rotted there, and at the present time are in such condition that the health of the inmates of at least two of the new buildings is jeopardized. To repeat such conditions in the new building at Rome must be characterized as criminally careless. The State Board of Charities has put itself upon record in the past as opposed to the use of basements for living purposes in all institutions which are located in the country, where ample land for building purposes is available. Your committee, therefore, calls attention to this flagrant violation of sanitary principles and protests against such basements in these institutions as unwise, expensive for the results aimed at and unsanitary.

*A New State Custodial Asylum.*

Your committee has considered present conditions in these institutions and it suggests that in order to make adequate provision for all the feeble-minded of the State who need to be cared for in public institutions a new State custodial asylum be established somewhere in the eastern part of the State; that this new institution be used exclusively for women of the feeble-minded class; and that there be committed to it all who cannot be cared for in the Newark asylum.

Your committee also suggests that the State make provision by the erection of necessary buildings for the transfer of all the feeble-minded and idiotic women and girls from the Rome State Custodial Asylum to Newark as soon as possible, so that hereafter the custodial asylum at Rome may be used exclusively for feeble-minded and idiotic males.

Your committee presents for the consideration of the State Board of Charities the alternative proposition that instead of establishing a new institution to be used exclusively for females of the feeble-minded class that the Legislature be requested to establish a new State institution located in the eastern part of the State to which shall be sent all persons, male and female, who cannot be properly cared for in the existing State charitable in-

stitutions and almshouses. Such an institution should receive the idiotic epileptics, idiotic insane and all similar defectives who are unfitted for commitment or maintenance in the State institutions for the feeble-minded or in Craig Colony. The establishment of such an institution would relieve the almshouses of the State by permitting the removal thereto of all persons maintained therein who require custodial care and who cannot under existing laws be sent to one of the State institutions.

*Conference on Custodial Care of Low Grade Inmates.*

In accordance with the instructions of the board at its meeting held at Rochester, November 13th, 1906, the committees on the feeble-minded and on Craig Colony, formed a joint committee for the purpose of conferring with the superintendents and managers of the Syracuse State Institution for Feeble-Minded Children, the Craig Colony for Epileptics, the State Custodial Asylum for Feeble Minded Women, Newark, and the Rome State Custodial Asylum, in regard to the best method of providing proper care of those inmates in these asylums, who, by reason of physical helplessness or other sufficient cause are no longer capable of benefit by the treatment which these institutions severally provide, and who should therefore, be removed and given custodial care elsewhere.

Prior to the meeting of the conference the joint committee issued the following circular to the managers of these institutions for the purpose of giving them ample opportunity to consider the subject matter of the conference before its formal meeting:

“Dear Sir.—In the opinion of the State Board of Charities the time has come when adequate and suitable provision should be made for a constantly increasing class of inmates of the charitable institutions of the State.

“This is a class which no longer requires the treatment which the special institution to which they are individually committed offers, but now needs only that degree of custodial care which provides proper housing, clothing and protection. In each of our classified institutions there will always be a gradually increasing number of inmates who are no longer benefited by the special treatment which the institution is organized to administer, or become otherwise unfitted during their long residence for other than custodial care.

"Some of the State charitable institutions are now greatly embarrassed in their legitimate operations by an accumulation of such inmates. This is especially true of the Craig Colony for Epileptics, and the Syracuse State Institution for Feeble-Minded Children.

"A serious result of the retention of such inmates is the exclusion of an equal number of persons who should be benefited by treatment in these institutions. In view of this fact the State Board of Charities has directed the joint committee on Idiots and Feeble-Minded, and on the Craig Colony for Epileptics to report a plan for the proper care of those inmates of the State charitable institutions who are no longer subjects for treatment in the institutions in which they are at present domiciled, but are in need of custodial care. The joint committee is desirous of obtaining from those whose practical knowledge of the State charitable institutions qualify them to speak influentially their views as to the best method of making provision for the separate care of this residual class of dependents. For your information the committee would state that the following suggestions have been made:

"1. The creation of a separate colony for each class, in the vicinity of, and under the control of the parent institution.

"2. The classification of these inmates according to sex and the establishment of an institution or institutions on that basis.

"3. The creation of one large institution on ample lands admitting of any desirable classification, and the organization of a colony on the family plan with a view to self support by farming and gardening.

"4. The creation of one large institution for the reception of all the residual class of dependents who are now out of place in almshouses and State charitable institutions, and for whom only custodial care is needed.

"Any information you can give to the committee on this subject, or suggestions of what in your judgment is the wisest provision to be made for these persons, will be duly considered."

The joint committee on December 13, 1906, in the rooms of the State Board of Charities, Albany, met in conference with representatives of each of the institutions, the four superintendents and several members of each board of managers being present. Every phase of the subject was fully discussed and a stenographic report of the entire proceedings is appended to, and made a part of the report of the joint committee. The conclusion

of the representatives of the several institutions are embodied in the following resolution which was unanimously adopted, the members of the joint committee of this board not voting, as they took no part in the discussion, it being distinctly stated and understood that the action of the conference was independent, and that its conclusions were not binding on the joint committee:

*"Resolved, That this conference recommends and urges upon the proper authorities the creation of an institution for low grade State dependents, such institution to be within a reasonable distance of New York City, and that plans at the outset, so far as possible, should be made for two thousand persons, or more, on a tract of land not less than fifteen hundred acres in extent nor more than twenty-five hundred acres, the several buildings or groups of buildings to be so located that the sexes can be readily separated and like cases thrown together, it being distinctly understood that the foregoing resolution shall not interfere with the current extension, or contemplated extension of any existing institutions for such classes."*

Your joint committee was impressed with the earnestness of the discussion, and the unanimity of views, of the members of the conference. There was no dissenting opinion to the proposition that there is an increasing class of inmates in these special institutions which, if not soon provided for in a separate asylum, will seriously interfere with the performance of their proper duties to others. Besides, the presence of these inmates prevents the admission of the same number of persons capable of benefit, of whom there are large numbers on the waiting list of each institution.

The result of the discussions of this conference confirms the joint committee in the conclusions to which the separate committees arrived and reported, that there is a residual class of dependents accumulating in the State institutions who could be far more suitably and economically cared for in a farm colony. Your committee, therefore, cordially endorses the resolution of the conference, which is in effect the same as previously reported by the separate committees.

Respectfully submitted,

DENNIS MCCARTHY, *Chairman,*

SIMON W. ROSENDALE,

STEPHEN SMITH, M. D.,

*Committee.*



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**REPORT**  
**OF THE**  
**COMMITTEE ON SOLDIERS AND SAILORS' HOMES.**

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## **REPORT OF THE COMMITTEE ON SOLDIERS AND SAILORS' HOMES.**

### *To the State Board of Charities:*

The Committee on Soldiers and Sailors' Homes during the year visited the two State homes at Bath and at Oxford and regular inspections were made by the Board's inspector of State institutions.

A notable fact emphasized again at these inspections is the rapidly growing demands upon the homes for admittance and the gradual increase of members who fall within the infirmary class.

The past winter has shown a larger average population than at any previous period in the history of the homes.

### **New York State Soldiers and Sailors' Home, Bath.**

This home is the older of the two and is exclusively for veterans, differing in character from the Oxford home where veterans accompanied by their wives, widows and mothers of veterans, and female army nurses are received.

In matters of general repairs to buildings the home has not been allowed a sufficiently liberal appropriation to meet all the urgent calls for such work. This plant of the State represents an investment of nearly \$600,000. The land comprises 375 acres on which are 78 buildings. The character and age of the structures makes extensive repairs necessary from time to time but careful inspection shows that minor interior and exterior repairs, especially such as might easily be met by painting, have not been kept up. It is estimated that nearly \$7,000 is necessary to properly paint the walls so that conditions may be made thoroughly hygienic.

The following betterments were completed:

A new stable for headquarters; an addition to the general kitchen; and a dish-washing annex to the hospital, including for the latter a separate cold storage room. New substantially built toilets, three on each floor, in Barracks A, B and C at a cost of \$4,000, and connections have been made from the all-night high pressure steam lines to the toilet rooms of Companies D, E, F, H and I, and an improved system of ventilation introduced in barracks giving great relief to dormitory atmosphere and permitting of a proper warmth of fresh air in winter. The reservoir has



been renovated and a cement bottom built with draw-off facilities; fifteen thousand square feet of cement walks were added recently, making a total of forty thousand square feet put down in the last four years; one thousand young evergreens planted for enclosure to new cemetery grounds. The general library located on the main floor of Barracks G has received some 1,400 additional books, largely donations from friends. A sewer constructed to carry the surface water from the pasture lands above the springs to a point where it will not contaminate the spring water. The main sewer line has been extended from Guard House at the bridge to the Cohocton river.

The civilian employees including headquarters staff now number 77 persons not including 15 civilian musicians in the band for the daily concerts. Two hundred and sixty-four members of the home are employed in various capacities about the grounds and buildings. They are paid from \$5.00 to \$20.00 per month, but changes are frequent owing largely to the increasing infirmities of the members. This unsettles the daily routine and in the hospital the situation is such that more efficient civilian help must be secured or the administration of the sickrooms will suffer.

Fire companies and relief squads have been organized among both the veterans and the civilian employees, and these hold drills monthly. Fire pipe lines with hose and nozzle attachments are provided in the chief buildings. The convalescent barracks however, needs an extension of the system including service to the attic. Needed outside fire escapes to which the committee has previously called attention still remain unprovided for in the three-story buildings known as Barracks A, B and C.

As may be expected the infirmary character of the work is gradually increasing. The past year has witnessed a greater number of applications and admittances of the decrepit class than ever before. The hospital building, with its bed capacity of 399 is no longer able to provide for all the sick. The ward for the feeble-minded and imbecile alone contains 50 members. Tuberculosis is reported on the increase, there are at present 69 advanced cases and many others in the incipient and walking class, making over 100 who need care, hence, it is absolutely necessary that a separation be made in the hospital work and a new building be provided for cases of tuberculosis.

The grade of clothing furnished is seasonable and of good wearing quality. Each member is supplied with two changes of under-

wear and those who work in the shops or about the premises have two uniform suits. The plan of renovating the clothing is sensibly ordered. All the second-hand clothing is carefully inspected when repaired and cleaned. This prevents much waste.

The visits of inspection have found the meals well prepared and served in a cleanly manner. The menu shows ample variety.

The membership at the close of the year was 2,098, which severely strains the capacity of the home. In the general dormitories, beds have been moved up closer, allowing but 18 inches lateral free space, and again the cellars have been pressed into service to accommodate the overflow in Companies B, C, D, E and F; 43 beds are now in the cellars exclusive of the "Snug Harbor" discipline dormitory, but your committee believes these cellar dormitories are unhealthful and entirely unfitted for sleeping purposes as during the day these same quarters are used as smoking rooms.

Since May 1, 1906, the village of Bath has resumed the issuing of liquor licenses. The effect of this action upon discipline at the home while not yet assuming noticeable proportions, cannot but be injurious. The presence of 26 liquor saloons on Belfast street, in active operation, between the home gate and the village of Bath, is a constant temptation to many members of the home.

Many of the drinking places are private cottages converted to their present uses. It has been estimated that of the \$200,000 of pension money annually received by the home members over one-half is, for one purpose or another, spent in the village of Bath.

The committee favors the enactment of a law which will prevent the location of drinking places anywhere within one mile of the home gate.

### **New York State Woman's Relief Corps Home, Oxford.**

The dissatisfaction among the members of this home reported last year has ceased since the enactment of the new law affecting membership in the board of managers, and the internal affairs have been more happily adjusted since the election of a new board.

Major P. J. O'Connor who came from the Bath home has recently assumed the responsibilities of superintendent. His long experience in work of this kind has prepared him for his new position.

During the year the approach to the main buildings has been graded. This work embraces the ground immediately in front

of the administration building and back to the rear of Cottage "B"; flower beds have been set out; and seven hundred and fifty feet of blue stone flagging has been laid between and around the cottages; the telephone system has been extended to give service to all the cottages and the electric lighting service increased by the installation of a new engine and the old dynamo from the Soldiers' Home at Bath. The stack at the power house which showed an angle of inclination threatening its safety — the result of foundation settling — has been strengthened and a concrete wall has been built to protect the railroad track from the embankment, including a support and protection to the coal sheds.

Considerable exterior painting has been done to the roofs and interior painting of all the cottages is contemplated. A beginning has been made in Cottages "A" and "B."

This year's work on the farm has been more encouraging in point of returns than for some few years past. Special efforts have been made this year to develop it.

The total product reported was,—potatoes, 1,100 bushels; turnips, 350 bushels; cabbage, 2,000 heads, and garden truck sufficient for the summer's use.

The health of the family during the year, considering the age of its members, has been fairly good. A regular night watch has been instituted. This is in addition to the night nurse on duty in the sick room. The home, however, is gradually assuming an infirmary character for which special hospital accommodations will have to be provided in the near future. For this reason Cottage "E" when provided for, will necessarily have to be designed with interior arrangement approaching a hospital plan. Many of the present members are bedridden and need constant supervision.

Respectfully submitted,

SIMON W. ROSENDALE, *Chairman,*

WILLIAM H. GRATWICK,

RALPH W. THOMAS,

*Committee.*

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**REPORT**  
**OF THE**  
**COMMITTEE ON CRAIG COLONY FOR EPILEPTICS.**

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## REPORT OF THE COMMITTEE ON CRAIG COLONY FOR EPILEPTICS.

*To the State Board of Charities:*

Your committee on Craig Colony herewith presents its annual report. The present condition and the rapid growth of Craig Colony illustrates the oft-repeated statement that "it is difficult to accurately forecast public needs." When the colony was planned it was intended that within a reasonable time it would relieve the almshouses of the State of the further care of all of the dependent epileptics, and that, in addition to ample accommodations for them, the buildings would provide room for other epileptics maintained in other institutions and private homes. The first census of epileptics taken after the organization of the colony showed that the State would be required ultimately to make provision for about one thousand persons in the colony. On this basis, the grounds were laid out, the plans prepared, and the work of construction prosecuted. But the experience of years has shown that these first estimates were inaccurate and very deceptive. From year to year new buildings have been erected, the various departments have been extended, and still the demand for accommodations has continually exceeded the supply. At the present time there are 1,056 patients in the institution and the full capacity of all the buildings has been reached, and yet there are several hundred epileptics in the almshouses of the State who are justly entitled to the benefits of this colony. In the opinion of your committee the provision for additional patients should be ample to accommodate all dependent epileptics and should be made without delay. The pressure for admission to the Craig Colony is greater than for admission to any other of our State charitable institutions. Appeals in behalf of epileptics are made from the almshouses in the several counties and from family homes. Both institutions and homes need relief. Over eight hundred applications for the admission of patients into the colony are now on file in the superintendent's office at Sonyea, but none of the applicants can be admitted until additional buildings are erected.

### *Custodial Care.*

**Epilepsy is a disease which, untreated, finally results in the physical and mental degeneration of its victims. Some epileptics**

may be cured, under favorable environments, by living in strict obedience to the laws of health, aided by the resources of science. A large percentage of all epileptics can be benefited by such environment and care, even if they are not absolutely cured, as has been illustrated in many instances in Craig Colony. There remains, however, an unimprovable class whose degeneration continues until death. This class is unfitted for the free colony life and needs, principally, custodial care and treatment. These epileptics do not require constant medical attention nor the scientific treatment which may be necessary for the epileptics capable of improvement. Their real needs are simple and if provided with ample quarters, suitable food, clothing and attendance, the State and colony will have done all that it is possible to do in their behalf. Since the opening of the colony the number of epileptics belonging to this class has gradually increased until, at the present time, about one-half of the patients require only custodial restraint and simple humane care.

Your committee has advocated for a number of years the segregation of this class of patients in suitable buildings of simple construction, properly located on the colony grounds. It was long ago pointed out that buildings for these unfortunates need not be expensive in construction: that it will be better to have plain substantial structures which will afford the maximum of accommodation at the minimum of cost, rather than more expensive buildings. The policy of sex separation has also been constantly advocated by the board and it is urged by your committee that whenever custodial buildings are erected by the State that this method of classification be continued. Though it will cost more to maintain two groups of buildings, independently equipped, than it will cost to maintain a single large group, the ultimate advantage will be decidedly favorable to the two groups, each devoted to the care of patients of a single sex. At the present time there is need of a custodial building large enough to provide accommodation for about six hundred patients now in the colony, as the association of this hopeless class of patients with the curable cases is detrimental to the latter, your committee urge the erection of this building immediately. The cottages heretofore constructed, have been arranged and grouped for the free colony life and not for custodial — — — — —. If buildings suitable for the housing of — — — — — erected it will open up room in the — — — — — accommodate three-fourths of all the

## IMPROVEMENTS.

During the year progress has been made in the general work of the colony. Although no new buildings were erected, walks and similar improvements conducive to general betterment, were made. Cement walks have been laid from the administration building to the Pennsylvania depot and considerable grading has been done by the patients in various places upon the grounds. There are over six miles of roadway now laid out on the colony lands and around the several groups of buildings.

## EDUCATION.

A proper system of education has always been regarded as of much importance to the inmates of this institution. Many of the patients are boys and girls, and the majority of those in the colony are of an age ordinarily considered teachable. For several years educational work has been carried on in two small class rooms for the benefit of the girls, and Sloyd classes in the industrial building have made partial provision for boys. This educational work, however, has never been extended to all the children of the colony, as the colony staff has held that many patients of the school ages are incapable of receiving benefit from the regular curriculum of the ordinary day school. Your committee, however, is convinced that even if nothing else is accomplished by school classes, the discipline of daily attendance and regular school drill and control is of distinct value apart from the acquirement of scholastic knowledge. If all the lessons learned from books are obliterated after epileptic seizures, there will remain to the patient the habits of obedience and order and self-control which are part of the ordinary school discipline. For the purposes of discipline, therefore, there should be classes organized to include all the younger patients in the colony capable of instruction, and especially should provision be made for all the young boys and girls. The construction of a school and industrial building is necessary and will, therefore, be of advantage to the colony.

Many minor improvements are needed which your committee has heretofore recommended. All of these are incorporated in the Board's recommendations to the Legislature of 1906. Some of them are minor only in the sense that they can be delayed for a time; but they are important and should be provided for, al-



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though in the presence of the great need of extension and custodial buildings, all other needs except for suitable annual maintenance, should be considered subordinate.

Respectfully submitted,

STEPHEN SMITH,

*Chairman.*

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**THE CRAIG COLONY FOR EPILEPTICS**

**AT**

**SONYEA, IN LIVINGSTON COUNTY, NEW YORK.**

Founded in 1894

Opened February 1, 1896

for

“The humane, curative, scientific and economical care and treatment of epileptics exclusive of insane epileptics”;  
and named in honor “of the late Oscar Craig of  
Rochester, N. Y., whose efficient and gratuitous services in behalf of epileptics  
and other dependent defectives  
the State desires to  
*commemorate.*”

**THE THIRTEENTH ANNUAL REPORT TO THE STATE BOARD  
OF CHARITIES**

ADOPTED BY THE MANAGERS AT A MEETING IN SONYEA HALL AT  
THE COLONY, OCTOBER 10, 1906.

### **General Information.**

*The Craig Colony for Epileptics is located at Sonyea in Livingston County, New York, about 350 miles from New York City, 70 miles from Buffalo and 40 miles from Rochester.*

*From New York and Buffalo it is reached over the Lackawanna Railroad and from Rochester over the Pennsylvania and Erie.*

*Long Distance Telephone. Open 8 A. M. to 6 P. M. Call Mount Morris.*

*Adams Express and Western Union Telegraph offices on the premises.*

*Visitors to patients admitted Wednesdays and Saturdays, 10 to 12 A. M. and 2 to 4 P. M.*

*The Colony Estate embraces 1900 acres. Present population—nearly 1,300 acres. Number of houses—76.*

*State patients only received.*

*October 1, 1906.*

## BOARD OF MANAGERS.

GEORGE L. WILLIAMS.....	Buffalo, N. Y.
H. E. BROWN.....	Mount Morris, N. Y.
HON. JAMES H. LOOMIS.....	Attica, N. Y.
PERCY L. LANG.....	Waverly, N. Y.
DANIEL B. MURPHY.....	Rochester, N. Y.
JEANETTE R. HAWKINS.....	Malone, N. Y.
ABBOT L. DOW.....	Brooklyn, N. Y.
GEORGE E. GORHAM, M. D.....	Albany, N. Y.
MRS. EDWARD JOY.....	Syracuse, N. Y.
FREDERICK PETERSON, M. D.....	New York City
W. P. BIGGS.....	Trumansburg, N. Y.
STANLEY HUNTING.....	Watertown, N. Y.

### Officers of the Board.

1906-1907.

George L. Williams.....	President
H. E. Brown.....	Secretary
John F. Connor.....	Agent and Treasurer

## COMMITTEES

### Executive.

H. E. BROWN	JAMES H. LOOMIS	GEORGE L. WILLIAMS
	<i>Chairman</i>	
PERCY L. LANG		DANIEL B. MURPHY

### Visiting.

H. E. BROWN	DANIEL B. MURPHY	JAMES H. LOOMIS
	<i>Chairman</i>	

### Auditing.

JAMES H. LOOMIS	H. E. BROWN	DANIEL B. MURPHY
	<i>Chairman</i>	

## RESIDENT OFFICERS.

WILLIAM P. SPREATLING, M. D.

*Medical Superintendent*

Donald L. Ross, M. D.....*First Assistant Physician*  
William T. Shanahan, M. D..... *Second Assistant Physician*  
G. Kirby Collier, M. D.....*Third Assistant Physician*  
S. H. Parker, M. D..... *Medical Interne*  
W. N. Trader, M. D..... *Medical Interne*  
B. F. Andrews..... *Medical Interne*  
Nancy B. Craighead, M. D..... *Medical Interne*  
James F. Munson, M. D.....*Resident Pathologist*  
Truman L. Stone..... *Steward*  
Mary C. Van Duzer..... *Matron*

## Administrative Assistants.

Archibald C. McFetridge.....Bookkeeper  
William C. Cooper.....Bookkeeper  
Harry R. Porter.....Storekeeper  
Gertrude S. Mayo.....Stenographer  
Vincey Foote.....Stenographer  
Henry Schmelz.....Apothecary

## Resident Chaplains.

Rev. H. A. Crowley..... *Roman Catholic*  
Rev. J. Duncan McNair.....*Protestant*

## Teachers.

Marietta Hitchcock  
Vacant, *Sloyd Instructor*  
Mary F. Tracy

### **Heads of Departments.**

Edward M. Logan.....*Chief Engineer*  
Arthur J. Porter.....*Assistant Engineer*  
John Beggs.....*Plumber and Steamfitter*  
Clarence McNaughton.....*Carpenter*  
Lewis G. Lockwood.....*Painter*  
J. Fred Rebban.....*Head Laundryman*  
A. J. Swift.....*Dairyman*  
Paul R. Kingston.....*Farmer*  
George H. Goodman.....*Gardener*  
George Gould.....*Mason*  
Michael Horr.....*Blacksmith*  
A. J. Paxton.....*Baker*  
T. A. Lamson.....*Tailor*  
James Mannix.....*Brickmaker*

### **In the Care of Patients.**

Mrs. Geo. L. Cornwell.....*Chief Nurse Peterson Hospital*  
F. H. Crofoot.....*Supervisor West Group*  
E. D. Richmond.....*Supervisor East Group*  
Francis McConnell.....*Supervisor Village Green*  
Miss Ella Day.....*Supervisor Women's Infirmary*  
Mrs. B. E. Porter.....*Supervisor Women's Group*



**THIRTEENTH ANNUAL REPORT OF THE BOARD OF  
MANAGERS OF THE CRAIG COLONY FOR EPILEP-  
TICS FOR THE FISCAL YEAR ENDING SEPTEMBER  
30, 1906.**

*To the State Board of Charities:*

We present herewith the Thirteenth Annual Report of the Board of Managers of the Craig Colony for Epileptics for the fiscal year ending September 30, 1906.

*Board's Membership Complete.*

In our last report mention was made of two vacancies in the Board due to the resignations of Professor Huffcut and Mr. Nill. We are pleased that Mr. Wm. P. Biggs of Trumansburg was appointed during the year to fill the vacancy caused by Professor Huffcut's resignation, and Mr. Stanley Hunting of Watertown was appointed to fill the vacancy caused by Mr. Nill's resignation.

*All Board Meetings Held at the Colony.*

When we consider the distance that most members of the board must travel to attend the meetings at Sonyea, it is remarkable with what regularity they attend the quarterly meetings. The monthly meetings are not so well attended, though there is usually a quorum of the Executive Committee at such meetings. In this connection we advise an amendment to the law which would provide for quarterly meetings of the full Board and a monthly meeting of the Executive Committee instead of monthly meetings of the full Board as the law now calls for. We see nothing to be gained by having a quorum of the full Board meet at the Colony monthly, while a meeting of the Executive Committee would meet every purpose and would be far more economical.

*Changes in the Census During the Year.*

There is little change to report in the census during the year; we stand substantially in this respect at the present time where we stood a year ago. Our census is not likely to increase or decrease until the five new dormitories now under construction are ready for occupancy. The daily average number of patients under treatment during the year was 1,046.232 as against 992.26 for the previous year.



*Cost of Maintenance Lowest in the History of the Colony.*

It is a pleasure to report that the cost of maintenance the past year was the lowest in the history of the Colony, being \$141.38 as compared with \$147 and a fraction for the previous year. We feel that the Colony is entitled to credit for effecting this reduction in the cost of keeping patients. There has been no depreciation of the character of the service given the patients nor in the quality of the food supplied. In our judgment the per capita cost is probably as low as it ever should be; on the other hand, it might very well be a little higher for the reason that we do not feel that the Colony is allowed a sufficient amount of help to care for the patients in the manner they should be cared for. Other items in the estimate are not treated as liberally by the authorities who revise them as in our judgment the welfare of the Colony requires.

*Special Provision for Low Grade Cases.*

Last year we asked for an appropriation of \$300,000 for the construction of a single building in which to care for six to seven hundred low grade cases. The appropriation passed the Senate but failed in the lower house. We renew the request that we have an appropriation for that purpose another year. It has come to our knowledge that more or less of a sentiment has developed on the part of some interested in the welfare of the Colony against the construction on these premises of a building for low grade cases. It is held by those who oppose the plan that the Colony was not originally designed for epileptics unable to give to themselves a fair degree of self-care. We readily assent to that view and we are entirely willing to see established a new institution solely for *epileptic idiots*, *epileptic imbeciles* and the *epileptic insane*, with the *proviso* that it shall be built large enough to accommodate in time not less than 2,000 and that the first patients to be admitted into it shall be low grade cases taken from the Craig Colony. By relieving the Colony of approximately 350 of these cases we could then fill up the available space here with epileptics better designed to care for themselves in part, and in that way we would more nearly meet the original purpose for which the institution was planned. The two infirmaries now occupied by infirm cases would make admirable buildings for children, a class whose admission we need to encourage by every visible method.

*Structural Improvements During the Year.*

It seems hardly necessary to review in detail the structural improvements during the year since they are fully set forth in the report of the Medical Superintendent attached to this. We regret the delay (which was unavoidable) in beginning the construction of the five dormitories. Under the terms of the contract these buildings should be ready for use on the 20th of December of the present year, but in our judgment it will be some time after that before they are ready for occupancy by patients. We regret that the Colony experienced such extreme difficulty the past season in securing necessary workmen under special appropriations. We had approximately \$38,000 to spend by day's labor—mostly small items. We could have had the work pretty well accomplished by this time had we been able to employ seventy to eighty workmen as we desired, but during the whole season we were able to secure but nineteen men.

*Special Appropriations Required Another Year.*

First of all we should complete the Women's Group another year by adding a building for fifty women on the northeast corner to balance a similar building now going up in that group. We estimate the cost of such a building at \$25,000. The question of asking for a building for the segregation of six or seven hundred epileptics on these premises may be held in abeyance and probably cannot be determined for some time yet. Should it develop later on that it will be best to create a separate institution and should there be a definite move in that direction, we stand ready to strike the item of \$300,000 from our list.

There are at the present time sixty tubercular epileptics on these premises, about twenty of them being in an active stage. We ask for an appropriation of \$35,000 for a building in which to segregate eighty to one hundred patients of this class. It is not likely that all the space in a \$35,000 building will be filled immediately, but it would be within a year or so.

We stand greatly in need of an addition to the pathological laboratory, 20 x 40 feet, which we estimate will cost, together with the woodwork equipment inside, \$4,000. We feel that the work of the laboratory is now on a satisfactory basis and we desire to expedite the scientific work in the study of epilepsy in the only institution in a State whose epileptic population numbers not less than 16,000. All reasonable grants required for the laboratory should be conceded.

The laundry, which is now doing the work for approximately 1,300 persons, has about reached its limit. We ask for an extension to the laundry, including equipment, at a total cost of \$15,000.

We were disappointed last year in that we secured no money for the construction of the county highway across these premises. The State Engineer estimates that a mile and one-fifth of this roadway on the Colony will cost \$7,200; we ask for that amount and an additional sum of \$5,000 for the construction of a mile roadway on the Colony estate, leaving a small balance of the \$15,000 for grading, for walks and for planting. Five thousand dollars should be expended on the grounds in the Women's Group alone.

We secured no employees' cottages last year although several were needed. Employees at the Colony who are best satisfied with life in so isolated a community are those who have families and a separate cottage. We ask for four cottages another year at a total cost of \$7,000.

One of the greatest needs of the institution is for a Protestant chapel to seat not less than 1,000 persons, the estimated cost of which is \$20,000. All Protestant religious services, amusements, dances, theatrical performances and things of that sort are now carried on in "The House of the Elders," a building put up by the Shakers a half century ago. It is *wholly* inadequate to meet the demands of the Colony at all times.

We need \$1,200 for scientific books, instruments, laboratory and hospital equipment and appliances.

For repairs and equipment another year, we shall require \$8,000.

One of the greatest problems that confronts us at the present time is an adequate heating system for the Women's Group. The subject was considered by the State Architect on a recent visit to the Colony, and we are of the opinion now that we shall ask later on for an item in the appropriation bill for heating the Women's Group from the main power plant. Certain it is that something must be done to relieve heating conditions in that Group, these conditions being notoriously unsatisfactory at the present time. The one solution of the problem to our minds is to heat the entire Group from a central plant.

We need a new and larger icchouse, the cost of which we are unable to give at this time as we have not yet received an estimate from the State Architect. We cut from 1,500 to 1,800 tons of

ice a year from Willow pond on the premises. At the present time we store about 1,000 tons in the basement of the old Shaker mill, the rest in the icehouse in the East Group. We need a single house to hold the entire crop of 2,000 tons which we shall have to cut within a year or so.

For maintenance during the year beginning October 1, 1907, we estimate that we shall require \$185,000.

*Visitors.*

We were pleased to receive Dr. E. V. Stoddard, President of the State Board of Charities, Dr. Stephen Smith, Commissioner and Chairman of the Committee on the Colony of the State Board of Charities, Hon. Dennis McCarthy, of Syracuse, Commissioner, and Dr. Robert W. Hill, Acting Secretary of the State Board of Charities, at the Colony last September. We were also pleased to receive visits from the State Architect and the Fiscal Supervisor of State Charities during the year.

Respectfully submitted,

GEORGE L. WILLIAMS, *President*,  
H. E. BROWN, *Secretary*,  
JAMES H. LOOMIS,  
PERCY L. LANG,  
DANIEL B. MURPHY,  
JEANETTE R. HAWKINS,  
ABBOT L. DOW,  
GEORGE E. GORHAM, M. D.,  
MARY E. JOY,  
FREDERICK PETERSON, M. D.,  
WM. P. BIGGS,  
STANLEY HUNTING.

SONYEA, N. Y.,  
October 10, 1906.

## Treasurer's Annual Report.

*To the Board of Managers of Craig Colony for Epileptics:*

The Treasurer of the Craig Colony for Epileptics respectfully submits the following Annual Report for the year ending September 30, 1906:

## GENERAL FUND — MAINTENANCE.

*Receipts.*

1905.	
Oct.	1. Balance Treasurer's hands..... \$1,936 15
	From Comptroller, chap. 699, Laws
	1905 ..... 135,000 00
	From Comptroller, chap. 686, Laws
	1906 ..... 23,738 00
	From Comptroller, chap. 700, Laws
	1905 ..... 9,162 00
	From clothing ..... 10,472 94
	From private patients..... 4,407 64
	From miscellaneous earnings..... 186 21
	From home products..... 6,831 81
	From refunds ..... 50 43
<hr/>	
\$191,785 18	
<hr/>	

*Disbursements.*

Oct.	1. Disbursements, less refunds..... \$169,825 32
	Disbursements, includ-
	ing refunds ..... \$169,875 75
	Disbursed to State
	Treasurer, as per sec.
	37, chap. 580, Laws
	1899 . . . . . 21,898 60
	Balance Treasurer's
	hands ..... 10 83
<hr/>	
191,785 18	
<hr/>	

*Clearing and Draining Land, Fruit Trees, Etc.*

Reappropriated from Chapter 599, Laws 1903, by Chapter 700, Laws 1905

1905.

Oct.	1. Balance Comptroller's hands.....	\$10 40
	Received from Comptroller, and disbursed ..	\$10 13
	Balance Comptroller's hands .....	27
		<hr/>
		10 40
		<hr/>

*Furnishing Cottages and Dormitories.*

Chapter 729, Laws 1904

1905.

Oct.	1. Balance Comptroller's hands.....	\$10 86
	Lapsed .....	10 86
		<hr/>
		<hr/>

*Bridge Across Kishaqua Creek.*

Chapter 729 Laws 1904

1905.

Oct.	1. Balance Comptroller's hands.....	\$55 00
	Lapsed .....	55 00
		<hr/>
		<hr/>

*Pavilion for Contagious Diseases.*

Reappropriated from Chapter 599, Laws 1903, by Chapter 700, Laws 1905

1905.

Oct.	1. Balance Comptroller's hands.....	\$10 10
	Balance Comptroller's hands.....	10 10
		<hr/>
		<hr/>

*Dormitories.*

Re-appropriated from Chapter 585, Laws 1903, by Chapter 700, Laws 1905

1905.

Oct.	1. Balance Comptroller's hands.....	\$3,949 82
	Received from Comptroller and disbursed .....	\$3,517 74
	Balance Comptroller's hands .....	432 08
		<hr/>
		3,949 82
		<hr/>
		<hr/>

*Furnishings for Dormitories.*

Chapter 729, Laws 1904

1905.

Oct.	1. Balance Comptroller's hands.....	\$66 79
	Received from Comptroller	
	and disbursed .....	\$62 23
	Lapsed .....	4 56
		<hr/>
		66 79

*Road Construction, Walks, Etc.*

Chapter 722, Laws 1904

1905.

Oct.	1. Balance Comptroller's hands.....	\$19 48
	Lapsed .....	19 48
		<hr/>

*Brick Bake Oven.*

Chapter 722, Laws 1904

1905.

Oct.	1. Balance Comptroller's hands.....	\$4 01
	Lapsed .....	4 01
		<hr/>

*Apparatus, Medical Books and Instruments.*

Chapter 722, Laws 1904

1905.

Oct.	1. Balance Comptroller's hands.....	\$43 96
	Received from Comptroller	
	and disbursed .....	\$34 77
	Lapsed .....	9 19
		<hr/>
		43 96

*Two Cottages for Employees.*

Chapter 722, Laws 1904

1905.

Oct.	1. Balance Comptroller's hands.....	\$16 35
	Lapsed .....	16 35
		<hr/>

*Furnishings.*

Reappropriated from Chapter 585, Laws 1903, by Chapter 700, Laws 1905

1905.

Oct.	1. Balance Comptroller's hands.....	\$678 00
	Received from Comptroller	
	and disbursed .....	\$625 03
	Balanc e Comptroller's	
	hands .....	52 97
		<hr/>
		678 00

*Repairs and Equipment.*

Chapter 703, Laws 1905

1905.

Oct.	1. Balance Comptroller's hands.....	\$2,159 72
	Received from Comptroller	
	and disbursed .....	\$2,150 21
	Balanc e Comptroller's	
	hands .....	9 51
		<hr/>
		2,159 72

*Hospital Instruments, Books and Equipment.*

Chapter 703, Laws 1905

1905.

Oct.	1. Balance Comptroller's hands.....	\$2,203 96
	Received from Comptroller	
	and disbursed .....	\$1,555 03
	Balanc e Comptroller's	
	hands .....	648 93
		<hr/>
		2,203 96

*Dormitories for 200 Patients.*

Chapter 703, Laws 1905

1905.

Oct.	1. Balance Comptroller's hands.....	\$89,973 38
	Received from Comptroller	
	and disbursed .....	\$30,284 91
	Balanc e Comptroller's	
	hands , .....	59,688 47
		<hr/>
		89,973 38



*Sewage Disposal*

Reappropriated from Chapter 585, Laws 1903, by Chapter 706, Laws 1905

1905.

Oct.	1.	Balance Comptroller's hands.....	\$1,127 90
		Received from Comptroller	
		and disbursed .....	\$1,127 90
			<hr/> 1,127 90

*Conduit, Etc., Peterson Hospital, and Heating Pathological Building.*

Chapter 722, Laws 1904

1905.

Oct.	1.	Balance Comptroller's hands.....	\$105 56
		Received from Comptroller	
		and disbursed .....	\$76 73
		Balance Comptroller's	
		hands .....	28 83
			<hr/> 105 56

*Service Building — Women's Group.*

Chapter 374, Laws 1906

1905.

Oct.	1.	Appropriation .....	\$12,000 00
		Received from Comptroller	
		and disbursed .....	\$38 69
		Balance Comptroller's	
		hands .....	11,961 31
			<hr/> 12,000 00

*Moving and Repairs to Chestnut Cottage.*

Chapter 374, Laws 1906

1905.

Oct.	1.	Appropriation .....	\$1,800 00
		Received from Comptroller	
		and disbursed .....	\$1,717 41
		Balance Comptroller's	
		hands .....	82 59
			<hr/> 1,800 00

STATE BOARD OF CHARITIES.

209

*Verandas on Four Buildings.*

Chapter 374, Laws 1906

1905.

Oct.	1.	Appropriation . . . . .	\$1,800 00
		Received from Comptroller and disbursed . . . . .	\$1,132 05
		Balance Comptroller's hands . . . . .	667 95
			<hr/> 1,800 00

*Repairs and Equipments.*

Chapter 374, Laws 1906

1905.

Oct.	1.	Appropriation . . . . .	\$8,000 00
		Received from Comptroller and disbursed . . . . .	\$5,523 45
		Balance Comptroller's hands . . . . .	2,476 55
			<hr/> 8,000 00

*Steam Conduit.*

Chapter 374, Laws 1906

1905.

Oct.	1.	Appropriation . . . . .	\$3,000 00
		Received from Comptroller and disbursed . . . . .	\$910 00
		Balance Comptroller's hands . . . . .	2,090 00
			<hr/> 3,000 00

*Repairs and Equipment.*

Reappropriated from Chapter 729, Laws 1904, for "Sheds for Sheep," by  
Chapter 686, Laws 1906

1905.

Oct.	1.	Appropriation . . . . .	\$1,000 00
		Received from Comptroller and disbursed . . . . .	\$175 96
		Balance Comptroller's hands . . . . .	824 04
			<hr/> 1,000 00

*Developing, Maintaining and Extending Industries.*

## Chapter 729, Laws 1904

1905.

Oct.	1.	Balance Comptroller's hands.....	\$2,188 09
		Miscellaneous earnings available for this fund .....	16 00

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 \$2,204 09

Received from Comptroller  
and disbursed ..... \$2,187 39

Balance transferred to  
"Developing, Maintain-  
ing and Extending In-  
dustries," chap. 700,  
Laws 1905 ..... 16 70

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 2,204 09
 

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*Developing, Maintaining and Extending Industries.*

## Chapter 700, Laws 1905

1906.

May	11.	Balance transferred from "Developing, Maintaining and Extending Indus- tries," chap. 729, Laws 1904.....	\$16 70
		Received from T. L. Stone, Steward (sale of farm products), and for- warded to State Treasurer.....	6,831 81

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 \$6,848 51

Received from Comptroller  
and disbursed ..... \$1,671 75

Balance Comptroller's  
hands ..... 5,176 76

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 6,848 51
 

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All of which is respectfully submitted,

JOHN F. CONNOR,  
*Treasurer, Craig Colony for Epileptics.*

We hereby certify that we have examined the foregoing Treasurer's Report for the year ending September 30, 1906, have compared the same with the Treasurer's books and vouchers, and with the Superintendent's books and Report, and we believe the same to be correct.

DANIEL B. MURPHY,  
H. E. BROWN,  
JAMES H. LOOMIS,  
*Auditing Committee.*

**The Annual Report of the Medical Superintendent to Board of  
Managers for the Year Ending September 30, 1906.**

SONYEA HALL, SONYEA, N. Y., *October, 1, 1906.*

*To the Board of Managers of the Craig Colony for Epileptics:*

The foreword in my last annual report was as follows:

“When the new buildings authorized by the Legislature are completed and occupied there will be 1,250 patients at Sonyea. There are 1,050 here now. Bids for the new buildings were opened September 5th last. Contracts for them have not yet been awarded. It is not probable that they will be ready for occupancy before the spring or summer of 1907.”

Our census is no greater now than it was twelve months ago. The five cottages mentioned above were contracted for on the 20th day of December, 1905; the contract calling for completion by December 20, 1906. Work was not begun on them until April 1, 1906. It does not seem probable now that these buildings will be ready for use before late in the spring of 1907; so that our present population of 1,050 will probably hold until that time. After that it will go by leaps and bounds until 1,250 is reached.

*An Army of 1,000 Applicants on the Waiting List.*

During the year just ended we fell conspicuously short in our efforts to admit any considerable portion of the army of applicants who applied for admission. As nearly as can be estimated, there are now in the vicinity of 1,000 epileptics in the sixty-one counties of the State waiting to enter the Colony.

*Is Epilepsy Increasing?*

The question is often propounded: “Is epilepsy increasing?” It probably is not increasing out of ratio to the rapidly increasing population. A reason why so many more epileptics are known of now than formerly is because they more generally understand that something is being done for them by the State, and in seeking such aid their malady becomes known.

It has generally been estimated that one person in every 500 suffers from epilepsy. I am confident that if *all epileptics* could

be counted, the proportion would be one epileptic to approximately every 300 of the population at large.

#### *A Complete Census not Possible.*

A complete census of epileptics within a given territory can never be made. Many who have the disease fail to recognize it; others have it in so inconspicuous a form that they feel no alarm and seek no treatment for it; others still have attacks only at night and nocturnal attacks may occur for years before the disease is finally recognized.

#### *Epilepsy a Dangerous Disease.*

True epilepsy disastrously affects the brain. It is never a harmless malady. It is always dangerous, no matter what its type nor how infrequent the seizures. Scarcely any other disease can cause death in so short a time. It can take life almost in the twinkling of an eye. Many epileptics die suddenly; others after serial attacks lasting some hours or days; still others from status epilepticus — a condition that is the bane of every epileptic's existence.

#### *Changes in Census During the Year.*

The census of the Colony October 1, 1905, was 1,050 — 575 males and 475 females. During the year 1905-1906, there were admitted 115 males and 79 females; total 194; while during the same period we lost through discharges, deaths or transfers, 113 males; 78 females; total, 191; leaving the census September 30, 1906, 1,053; 577 males and 476 females. There were fifty-eight death the year, being 4.6 per cent of the total number under treatment.

#### *The Curability of Epilepsy.*

It is a great pleasure to print in this report (see page 283) a table sent me by the Chief Physician of the German Colony for Epileptics, at Bielefeld, which is of extreme interest if it is studied with care.

For years it has been a mooted question in this country among certain neurologists as to whether epilepsy can actually be cured. I hold that it can be cured. I have seen scores of cases cured during the past twenty years. From the table sent me by Dr. Huchzemeier, it may be noted that 587 epileptics have been cured at the great German Colony for Epileptics at Bielefeld, since it was founded in 1867.

*Earlier Admissions.*

The one great thing all epileptic institutions need is *earlier admissions*. Now patients do not enter until they are incurable or unbearable at home. This is no unjust commentary on the epileptic, for like the insane, they have a disease of the brain. About 5 per cent of the possibly curable cases at The Craig Colony are cured. But it takes years to do it.

*Rum Selling to Patients by Dealers in the Vicinity.*

There is a law on the statute books which provides that rum sellers in the vicinity of the Colony shall not sell intoxicating liquor to an epileptic. This law has been ignored with disastrous results to patients several times during the past year.

When a man acquires a certain type of epilepsy *because* of his vicious drink habits, it is due himself, his family and society that all possible safeguards be placed about him to keep him from liquor to prevent the perpetuating of his disease. Why not place him under enforced restraint until he is cured of both diseases?

*Limited Free Postage for Charity Dependents.*

I advocate the enactment by the Federal government of a law to permit a charity dependent — State or Federal — to send a letter once a month, postage free, the officer in charge of the institution in which such dependent is cared for to endorse a statement on the envelope something like the following: "Postage Free — Charity Dependent," and followed by the name written in ink of the officer certifying to the same.

*The Tubercular Epileptic.*

From correspondence I have had with other institutions for epileptics and from a close study of the literature, I have reached the conclusion that the epileptic is especially prone to tuberculosis. About twice as many epileptics die of tuberculosis as do persons not afflicted with epilepsy. Heart disease is also a very common cause of death in epilepsy.

The death rate in the State of New York among all classes of persons from tuberculosis is annually about 9 per cent., while the death rate in five institutions for epileptics, which sent me data on the subject some time ago, from pulmonary tuberculosis alone was 24 per cent.

We need to segregate tubercular epileptics at the Colony by providing a special building for them. We have asked for an appropriation for this purpose next year.

### *The State Architect.*

A representative from the State Architect's office made frequent visits to the Colony during the year to inspect all new work under construction designed by the State Architect. We feel that plans and specifications for all such work have been sent to the Colony with as much expedition as the State Architect with his vast responsibilities and enormous amount of work constantly on hand could command.

Mr. D. M. Collier has had charge of the State Architect's work at the Colony.

### *The Fiscal Supervisor of State Charities.*

As much promptness in passing upon our estimates as appeared commensurate with good business principles, was our experience with the Fiscal Supervisor's office during the year.

Mr. Bender's plan of buying under bid and contract so considerable a portion of the supplies for the sixteen charitable institutions was a step in advance. In my judgment the law should be amended to admit payments for goods as soon as purchases are made and not require dealers to wait seven or eight weeks. We should also be in a position to take advantage of discount rates and so save a considerable sum to the State each year.

### *Landscape Embellishments.*

When the State purchased the 1,895 acres of land at Sonyea for the Colony in 1894, the first Board of Managers arranged to expend \$4,500 in three years in the employment of a competent landscape architect to lay out the entire institution; to plot buildings necessary for 2,000 people or more; to locate water or sewer mains, and otherwise plan to improve the entire residence part of the estate to please the eye. To this time practically no money has been spent on landscape embellishment, except a little for cement sidewalks, and a mile of stone road. If we could secure for three or four years an appropriation of \$2,000 to \$3,000 a year, the results at the end of that time should be very gratifying.



*The Oldest Building on the Place.*

Chestnut Cottage, the oldest building on the place, built by the Shakers in 1837, and that stood almost immediately in front of Sonyea Hall, between that building and the Pennsylvania Railroad station, interfering with the embellishment of the grounds in that part of the Colony, was moved during the summer about 900 feet to a point near Willow Pond. After moving the building it was entirely reconstructed, at a cost of \$1,800, making substantially a new building of it for twelve patients.

*More Land Will be Needed Before Long.*

While the Colony possesses 1,895 acres, less than 600 acres are arable. The rest is covered with an original forest of 640 acres, by houses, lawns, industrial buildings, barns, pasturage lands, railroads (two across the place), churches, etc. If the Colony is to receive several hundred additional patients, as it seems likely now it must do sooner or later, in justice to the epileptic, who should be employed *in the sunshine and in the open air so far as possible*, the State should add 200 to 300 acres of the best land adjoining these premises that it can procure. The products of the farm, garden and numerous industries were worth \$42,000 to the State last year.

*Proper Care of Epileptic Infants.*

More than 80 per cent. of all cases of epilepsy begin under the twentieth year, making it essentially a disease of early life. A large number of cases begin in infancy. There should be a special building constructed on these premises for forty or more epileptic children under five years of age.

*Patients Who Work of Their Own Initiative.*

I cannot speak too highly of the many well trained Colonists on the premises who work day in and day out, the year round, except Sundays and holidays; on the farm, in the garden, at the brickyard, in the Trades School, in the power-house, in the laundry, on the lawns, in the care of stock, and elsewhere. The list is too numerous; the *occupations* too varied to specify them more in detail.

We regard occupation for epileptics a *valuable therapeutic measure*. It sometimes takes newcomers a long time to fall in with this view, but sooner or later they rarely fail to do so.

*The Evils of Patients Going on Visits.*

If a patient desires to go on a visit we are unable to deny him permission to do so. We can advise against it, but that is all. After a patient has been at the Colony two or three years, has acquired certain habits of living, has grown accustomed to certain forms of treatment, has become acquainted with Colony life in all its phases, and his disease, maybe, has been brought largely under subjection, if not wholly arrested, he sometimes becomes restless of the restraints it is needful to impose on him for his good, and wants to break away from them. *Invariably* when he does this and goes on a visit, his condition is usually as bad on his return to the Colony as — and often worse than — when he first entered it.

*The Cost of Maintenance Constantly Growing Less.*

It should be gratifying to the people of the State that the net cost of keeping a patient at the Colony last year was only \$141.38 — \$6.16 less than it was the year before. At present we have not enough persons caring for patients; one to every twelve is not a satisfactory ratio. Efforts to change this have not been satisfactory to this time.

*What's in a Name.*

Many people pass from infancy to maturity afflicted with epilepsy, and yet they remain wholly ignorant of the fact that they have this fearful disease; others have "spells," "faints," "darknesses," "flashes," "weaknesses" and the like, that destroy intelligence quicker and more completely than is the case in ordinary grand mal epilepsy, and do not know that they have epilepsy in a marked form. In such cases there is much in a name, but the ultimate results of the disease make it desirable that its condition be known *as soon as possible* that proper treatment may be instituted and persisted in as long as the patient's condition requires.

*Earlier Admissions Would Result in More Cures.*

Since the Colony was opened in February, 1896, we have admitted a grand total of 2,071 patients.

Of this vast number twenty-six only had suffered from epilepsy less than a year at the time of their admission.

In 80 the disease had existed 1 to 2 years.

In 347 the disease had existed 2 to 5 years.

In 536 the disease had existed 5 to 10 years.

In 724 the disease had existed 10 to 20 years.

In 358 the disease had existed 20 years and over.

### *Legal Checks on the Perpetuation and Increase of the Defective Classes.*

Early last spring I secured 200 indorsements from prominent physicians, ministers, commissioners of charities, superintendents of the poor, philanthropists, law-makers and others on the enactment of a law by this State designed to prevent the marriage and intermarriage of the defective classes. The bill was introduced in the Senate by the Hon. F. C. Stevens, of the Forty-sixth District, and passed that body, but it unfortunately met defeat in the lower house. There should be such a law on the statute books of every State in the union. It would not cure or maybe it would not very *greatly* correct the evils we are dealing with, but observed as it should be, it would be a link in the chain that is slowly being forged stronger each year with that purpose in view.

### *Checking Epilepsy and Insanity Early.—A Way That Should Help.*

Another way to check insanity, epilepsy and perhaps drunkenness, would be by cutting these conditions short in their incipiency if it could be done. I am positive that much epilepsy and insanity could be overcome if treated *rightly and in time*. I would advocate the appointment, by the State, of a district psychiatrist in each of the eight judicial districts of the State, whose duty it would be to visit, assist, prescribe for, and help in every legitimate way in the early treatment or prevention, or both, of the maladies named above. Such work by nonpolitical and really competent men would have a great general and educational value, for even the average physician—to say nothing of families more or less ignorant about such matters—learns but little of these particular diseases while in college or after he enters general practice. Such psychiatrists could be called by any physician, superintendent or overseer of the poor, commissioner of charities, or by any private

person of inadequate means when his services were needed. Appointees should be required to give not less than three to five hours a day to their public duties and be paid not less than \$2,000 a year and their actual expenses incurred in the performance of their duties. Eight such district psychiatrists would be paid a total of \$16,000. This would be an infinitesimal sum compared with the money that would be saved to the State through the early checking or prevention of conditions that later on are bound to place the individual for years or more probably for life in same State institution. Physicians appointed to such positions should have at least three years' actual experience in similar work, and they should be equipped for their several requirements.

The idea is to get practical, trained men instead of those who have a knowledge of theory only.

### *The Epileptic at Home.*

Epilepsy is without doubt the worst disease that can afflict a human being. It oftenest begins in early life. The essential epileptic age ranges from the twelfth to the sixteenth years. The presence of the disease creates sympathy for the afflicted one, and sympathy tends to aggravate the disorder either through the person being granted improper privileges of many kinds, or by virtue of the fact that the individual is a "skeleton in the family closet." They must remain in the background, debarred from the family life, denied social pleasures, and not infrequently an epileptic child in a family where there are other children is a *positive menace* to the physical safety of such children. No epileptic person of immature years or of defective intelligence, from which fully 90 per cent. of them suffer sooner or later, *can be successfully treated at home.*

### *The Evils of Patent Nostrums.*

Do not give the epileptic patent nostrums advertised in the public prints as "sure cures" for epilepsy. Some of these nostrums unquestionably possess the power to do infinite harm. I have known some of them to destroy the mind in two or three years' time; I have known others to destroy life in less time than that, when administered by unskilled hands. Do not temporize with so serious a disease as epilepsy through the use of patent nostrums or otherwise, but as soon as possible place the epileptic indi-

vidual in a proper institution, or under the care of a regular physician where adequate treatment may be assured. Epilepsy is a dangerous disease.

### *Epilepsy a Dangerous Disease.*

Neurologic writers do not ascribe any very great mortality to epilepsy. As a matter of fact it is *a dangerous disease*. Any epileptic may die at any moment. It is not unlike organic heart disease in this respect.

In ten years 344 deaths have occurred at The Craig Colony. Of these

- 32 were due to asphyxia resulting from a seizure;
- 43 occurred in status epilepticus;
- 4 from acute delirium following epileptic attacks;
- 23 as a result of serial attacks;
- 11 while in seizures;
- 1 from injury during an attack;
- 1 from "automatic" poisoning;
- 1 from drowning during a seizure.

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116 equal to 33 7-10% of all deaths at the Colony were directly due to epilepsy.

### *An Early Life Disease.*

Of the 2,071 patients admitted to this time 1,746, equal to 84.3%, acquired the disease before the 20th year.

### *Years of Treatment Required to Effect a Permanent Cure of Epilepsy.*

Many epilepologists of note assume without any proof in support of their assumption that epilepsy "is always an organic disease, and for that reason is incurable." They appear to forget that many organic diseases of the nervous system can be cured if the patient can be held under treatment long enough. No epileptic, no matter what the type of his disease is, or how long it has lasted, can be cured under two or three years of proper and persistent treatment, and no epileptic should enter an institution for his class with the idea of remaining there less than two to three years. It is true that some may be markedly improved, and others have their disease apparently wholly -----ted within less time than

that, but a *complete cure* can never be assured under several years of patient, unremitting treatment, and even then "cures" must frequently be regarded as "arrests" of the disease and the patient must continue to live at home, to observe and practise the same methods of living he was compelled to live and observe in special institutions for his kind. The whole thing is a matter of learning a lesson and never forgetting it, and, most essential of all, it is *not* confined to inmates of institutions like this; 3,000,000 persons need the lesson.

#### *The Colonist's Library.*

Eighteen months ago a large library and reading-room was arranged in "The Elms," now known as "The Colonist's Club," in the East Group, for the male colonists able to appreciate such a feature. At the present time about 225 men belong to the Club, which also has connected with it a smoking and card room and a pool room with three tables. The average daily attendance in the reading-room during the past few months has been sixty. The Club is open from 4 P. M. to 10 P. M. The library in this building has over 2,000 bound volumes; we receive more than a score of county papers, nine daily papers and a large number of monthly magazines and periodicals.

#### *A Special Library for the Women.*

A room was set aside in Iris Cottage in the Women's Group solely for women last April. They have about 200 books now and they get other reading matter as the men do, but not so much, for the reason so many less women than men care for literary diversion. A good bound volume for one of the Colony libraries is always appreciated, or send us, if you please, a framed picture, some toys for the children about Christmas time, some cigars and pipes, and good warm mittens for the men; a few handkerchiefs, a small box of note paper, a bit of ribbon, or something of that sort for the women. It is the little things that count most every time, and our people have little enough of home life in the little things and little ways that mean so much.

#### *Dangerous Assaults on Employees by Epileptics.*

I called attention to this matter in my last report. Recently a **disturbed epileptic** left the Colony without our knowledge and

consent. On being returned to the Colony, and when about to be taken from the train, he resisted and had to be removed by force. He drew a knife and stabbed an express messenger in the arm.

It is my belief that a law should be enacted that would allow persons employed in the care of these patients, and other persons who may come in contact with, and be injured by them, to secure a reasonable and just compensation for injuries they may receive at the hands of the wards of the State. The matter, with the approval of the Legislature, might be adjusted in each instance by the Court of Claims.

To care for epileptics is far more dangerous than to care for the insane; the epileptic commits deeds of violence under great impulse. The insane is more stealthy and cunning, and there is more opportunity for self-defense.

#### *Necessity for Enlarging the Roman Catholic Chapel.*

When the Rt. Rev. B. J. McQuaid, Bishop of Rochester, gave us approximately \$12,000 some years ago for constructing and furnishing a Catholic chapel and a priest's house along with it, I intimated to the Bishop then that in a short time the chapel might become too small to accommodate all who desired to worship in it. It seats only about 340 persons. I recently wrote the Bishop calling his attention to the matter and asked what chances there were for getting \$4,000 or \$5,000 additional some time soon for enlarging the chapel. His reply was as follows:

“ROCHESTER, N. Y., *September 15, 1906.*

DR. WM. P. SPRATLING, *Sonyea, N. Y.:*

“DEAR SIR.—I beg to acknowledge your letter in which you inform me that the chapel for Catholics will soon be too restricted for their accommodation, and that the enlargement should be sufficient for as many more as the present building holds.

“The same spirit that moved me to erect, with the kind permission of the Managers, the existing chapel, will cause me to provide any additional room that may be needed.

“Please bring this matter to the attention of the Managers at the next meeting, and if agreeable to them, I can begin preparations for building in the spring.

“Very truly,  
“B. J. McQUAID.”

It is needless to add how much The Craig Colony appreciates the effective efforts of the Bishop of Rochester to provide a suitable place for religious services for Roman Catholic patients and employees at the Colony. The State employs two resident Chaplains whose services we look upon as invaluable.

*Some of the Repair Work Accomplished During the Year.*

Three years ago the Colony did not get a cent under "Repairs and Equipment." The result was a deplorable depreciation of many buildings and much property on the place during the year, so many of the buildings being old anyway. This year we were given \$9,000 for "Repairs and Equipment" to seventy-one buildings, and for other purposes. An unparalleled difficulty in buying materials and in procuring mechanics confronted us during the entire summer just past; we wanted sixty or more men to work under special appropriations, but we were able to procure nineteen only, although we advertised far and wide. Consequently much repair work for which we have money has not been accomplished. Among the work accomplished, and that to be accomplished, we hope, before the end of the year, are the following items:

1. The construction of four verandas on four buildings in the Women's Group.
2. The painting outside of the "Elms" and of "Tall Chief."
3. The painting outside of four buildings in the West Group.
4. The painting inside of six buildings on the Village Green and of the two infirmaries.
5. An addition to the steward's house and some alterations and repairs to the old Shaker portion of it.
6. The establishment of a chip soap making plant in the laundry. About fifty dollars worth being made each month.
7. Sodding the embankments of sewage filter bed No. 4.
8. The construction of a log hut at the brickyard where twenty-five to thirty patients and employees take their noon meal, when employed in the brickyard.
9. The moving and repairing of Chestnut Cottage, the oldest building on the premises.
10. The replastering and wainscoating of Hoyt Cottage throughout.



11. A new cement floor in basement of Hoyt Cottage.
12. A new cement floor in the hospital basement.
13. A new cement walk in front of Sonyea Hall.
14. The construction of a band stand large enough for twenty-five musicians opposite "The House of the Elders," where public concerts are given men and women patients twice a week in the summer.
15. Much necessary grading in the rear of the men's infirmary.
16. Improvement of the small park near the Pennsylvania Railroad station.
17. Extensive repairs to "The House of the Elders," inside.
18. A new local and long distance telephone system with twenty-nine stations now, but which may be increased to fifty should they be required.
19. Thousands of minor repairs to chairs, furniture, bedding, etc., that are made annually in the industrial shops, of which we keep a complete record, but which are far too numerous to publish in a report of this character.

#### *The State Civil Service Commission.*

Our relations with the State Civil Service Commission and with the officers of that body were of a pleasant character during the year just ended.

The action of the Commission in removing the position of medical interne from competitive to non-competitive examination was a valuable step in the right direction. Before this was done it was practically impossible to procure suitable men and women for important medical work. Since the restriction has been removed we have had no difficulty whatever. I am of the opinion that if more competitive restrictions were removed, permitting the State Commission to exercise a "supervisory power" only over examinations and appointments to all positions at the Colony, progress along other lines would be fully as marked. They are almost as badly needed.

By all means the principle of promotion in all scientific positions at the Colony should be recognized, for the reason that nowhere else in the State can the necessary preliminary training in the study of epilepsy be acquired.

TABLE 2.

ATTENDANCE AND COST FOR FISCAL YEAR ENDING SEPTEMBER 30, 1906.

*Attendance.*

1. Number of patients under care, October 1, 1905	1,050
2. Number of patients admitted 1905-1906.....	194
3. Number of patients died, discharged or transferred during the year.....	191
4. Number of patients under care, October 1, 1906	1,053
5. Average daily population for the year ending September 20, 1906.....	1,046.232

*Cost.*

1. Salaries and wages of officers, assistants and employees .....	\$68,656 61
2. Expense of managers, officers and agent.....	42,336 18
3. Cost of provision.....	42,336 18
4. Total cost of maintenance.....	169,819 32
5. Per capita cost of maintenance (net).....	141 38

## SPECIAL APPROPRIATIONS THE CRAIG COLONY FOR EPILEPTICS SHOULD HAVE IN 1907, WITH THE REASONS THEREFOR.

*Item 1. For a building including constructions, heating, plumbing and lighting for the segregation of*

*650 to 700 infirm epileptics..... \$300,000\**

There are at present 350 low-grade epileptics at the Colony — a class whose wants can largely be met by protective custody. They are not curable. Their number will steadily increase.

\* An alternative proposition to this building would be the creation of a separate State institution to provide for approximately 2,000 epileptic idiots, imbeciles and epileptic insane; all such cases to be transferred from the Colony to the new institution, which for 2,000 persons would cost complete in the vicinity of \$2,000,000. This allows \$500 per bed for dormitories and \$500 per person for all other purposes, including site, water, sewage, industries, laundry, and ministration, hospital, barns and other essential features. A consolidated form of management might be provided for the Colony at Sonyea and the new institution; both caring for epileptics, both working for the same ends, though with different classes of patients. Such a plan would permit an interchange of patients between the two institutions — a feature of great practical value.

There are many more scattered throughout the State in almshouses and poorhouses, and in dependent homes.

A single building should be constructed on the premises to accommodate 650 to 700 patients of this type. This building should be located at some remote place on the premises where its infirm occupants would in nowise interfere with the better classes of patients or with the Colony proper, in which all patients are free; the occupants of the large buildings being under care by lock and key — a form of care their incompetent state constantly demands.

Insane epileptics are denied admission to the Colony by law. But epileptic idiots and imbeciles are not so excluded. It is within reason to assume that the State will care for these classes somewhere. It would do the Colony *no harm* to set them in a background on these premises. For the present at least — that is, for ten years or so, — all epileptics demanding state care can, under a *suitable* development of this plant, find every accommodation here.

*Item 2. For a dormitory building for fifty patients in the Women's Group (known on the original plan as Building No. 6) to include construction, plumbing, heating and lighting.....*      \$25,000

When this building is constructed it will complete the Women's Group as a unit and in conformity with the original design. A similar building is going up in the Women's Group at the present time. The new building would occupy the site at the northeast corner of the Villa Flora Plaza.

*Item 3. For a building for the segregation of 100 tubercular epileptics .....*      \$35,000

All who have to do with epileptics in large numbers are of the opinion, so far as I have been able to gather statistics on the subject, that the epileptic is especially prone to pulmonary tuberculosis. It is our view of the matter at Sonyea. In a population of 1,050 we have to-day 60 who are tubercular. It is *wholly wrong* to keep tubercular patients in cottages occupied by persons whose lungs are sound.

If we should secure an appropriation for a building for tubercular epileptics next year it will take eighteen months or two years to complete it. By that time there will probably be not less than 75 to 80 tubercular patients on the premises.

*Item 4. For an addition to the Pathological Laboratory, 20 x 40 feet, including its woodwork equipment in the way of cases, desks, etc.....* \$4,000

This item has been asked for two years in succession, but so far we have not obtained it. In view of the fact that the trend of the work in the laboratory has recently been proceeding along new lines, and that it is under the direction of a physiological chemist instead of a pathologist, we desire to alter somewhat the addition formerly proposed and make it 20 x 40 instead of 18 x 24. We estimate the cost of this addition at \$4,000. *This item is of the most vital importance.*

*Item 5. For an extension to the Laundry building, including equipment of the same.....* \$15,000

The present laundry is rapidly becoming incapable of doing the work for our increasing population. If we are able to occupy the five new cottages now under construction by the first of next year, our total population by October 1, 1907, will not be far from 1,500. It is important that we increase our laundry facilities. We propose to do this by the construction of a building 30 x 75 feet, two stories high, immediately south of and adjoining the present laundry. Such an addition would give us laundry facilities for all future time — or for 2,000 or 2,500 persons.

*Item 6. For roads, walks, planting and grading....* \$15,000  
*One and one-fifth miles of this road is the county highway across the Colony property, the estimated cost of which by the State Engineer is.....* 7,200

This item explains itself in large part. Now that the State under the good roads law is constructing a road between the village of Mount Morris and the Colony, it would be well for the State to take up the work where the new road will join the Colony highway that passes across these premises. The balance of the \$15,000 is for the construction of an additional mile of highway on the Colony grounds; for grading, for walks and for planting. *If the grounds in the Women's Group were done justice in the way of grading, laying cement walks, and planting, not less than \$5,000 would be spent there alone.*

*Item 7. For four employees' cottages to match in capacity, type and design, employees' cottages constructed in the past.....* \$7,000

We asked last year for additional cottages for employees but failed to get them. The amount we ask for here is a little in excess of amounts previously asked for this purpose and is due to the marked advance in the price of labor and materials. These cottages are an imperative necessity.

*Item 8. For a Protestant chapel to seat 1,000 persons . . . . .* \$20,000

Religious exercises, amusements and dances are all held in "The House of the Elders," an old Shaker building put up half a century ago and which is wholly inadequate at the present time to seat the number of persons who would like to attend Protestant services. "The House of the Elders" has a seating capacity of less than 400. We stand in very great need of a Protestant chapel to seat 1,000 persons.

*Item 9. For scientific books, instruments, laboratory and hospital equipment and appliances. . . . .* \$1,200

We have generally received \$2,500 a year for this purpose. In view of the fact that we ask for \$4,000 for an extension to the laboratory building this year, we have reduced the estimate for books, instruments, equipments, etc., to \$1,200, which amount will be urgently required to carry on the work of this important department.

*Item 10. For repairs and equipment. . . . .* \$8,000

The value of the real estate of the Colony at the present time is approximately \$800,000. Since the Colony was founded we have annually (save one year) received a special appropriation for repairs that were not proper charges against maintenance. One per cent. of the value of the real estate is a small amount for keeping the property in good repair.

*Item 11. For an enlarged heating system for the Villa Flora Group. . . . .*

Before the three cottages now under construction in the Women's Group were begun, the steam boilers in the basement of the Villa Flora Group were being pushed to their utmost in severe weather to heat the Women's Group. I fear there will be a marked deficiency of heat in that group which will then comprise eighteen buildings, in which 600 persons will live. The State Architect has the matter under consideration at the present time, and in all probability before the Colony's appropriation bill

is introduced into the Legislature, an item for the proper amount may be formulated for the proper heating of the Women's Group.

*Item 13. For an ice-house to hold not less than 2,000*

*tons . . . . .*

We need a new and larger ice-house. All ice used on the premises is cut here. We can scarcely store 1,500 tons now in the two dilapidated old houses poorly adapted to the purpose. Before the appropriation bill is introduced we hope to have an estimate made by the State Architect for such an ice-house as we need.

*Item 14. For maintenance during the year 1907—*

1908 . . . . . \$185,000

The estimate for maintenance is based on \$150 per patient per annum. We may be able to do a little better than that, but a conservative margin is always wise.

## PART TWO.

## SCIENTIFIC PAPERS AND REPORTS.

WE PRINT THE FOLLOWING TECHNICAL PAPERS AND REPORTS TO SHOW IN PART THAT THE COLONY IS MUCH MORE THAN A BOARDING PLACE FOR EPILEPTICS; THAT AS MUCH SCIENTIFIC WORK IS CARRIED ON AS OUR MEANS ADMIT OF. AND OUR FACILITIES FOR THE TREATMENT AND STUDY OF "THE STRONGEST DISEASE IN HUMAN NATURE" IMPROVE EACH YEAR.

## MEDICAL ADMINISTRATION.

SONYEA, N. Y., October 1, 1906.

*To the Medical Superintendent:*

I make the following report on the different subjects mentioned by you.

*Admission of Patients.*

The Superintendents of Poor of different counties in this State are required to send a statement on October 1st, of each year, of the number of indigent epileptics in the counties at that time, to the State Board of Charities. The admission of patients is divided pro rata, according to number of indigent epileptics reported and the space available at the Colony. When it is desired to have a patient admitted, application should be made to the Superintendent of the Poor of the county in which the patient lives. The Superintendent of the Poor supplies the necessary blanks. After the filling out of the blanks properly, they should be sent to the Medical Superintendent of the Colony. A card of admission is sent to the Superintendent of the Poor, who arranges for transfer of patient to the Colony. Female patients must be accompanied by a female attendant. On admission to the Colony patients are examined at once by a physician for cleanliness, evidence of infectious disorders, condition of clothing, bruises or vermin. They are then given a bath and assigned to a building where they can be kept under special observation for a time. As soon after admission as possible, *a thorough physical and mental examination* is made and recorded, and whenever possible the

character of the seizure is also noted, and from this the line of treatment to be carried out is indicated. As complete a previous history as possible of each patient is obtained by interviews and correspondence with friends and relatives.

### *Classification of Patients.*

All classes of epileptics, other than those who are insane, are admitted to the Colony. Epileptics of all ages and all degrees of mentality, from extreme idiocy to noted intelligence, are to be found on the Colony. This requires the division of patients into groups. We have a separate cottage for small boys whose mental condition has not deteriorated very much; another cottage is for men of a similar class mentally, but who are rather feeble physically. A somewhat similar arrangement exists for the women. As regards the mental condition, the 27 buildings occupied permit of considerable classification. The smaller the building, the better the patient, the reverse being true.

### *Mental Condition of Patients at the Colony Now.*

The mental condition of the colonists varies from extreme idiocy to that of normal, or almost normal, mental capacity. Mental deterioration in some degree is bound to result in almost all cases of recurring convulsions. If the disease is of long duration the deterioration is usually — though not necessarily — marked, and as most of the colonists have had the disease for several years before admission, a large proportion of them show mental deterioration. In some cases the deterioration takes place rapidly. The mental condition is divided as follows: "good;" "fair;" "showing considerable mental deterioration;" "imbeciles;" "idiots," and "idiots of a very low grade." Under the heading, "good," has been included all whose mental condition might be considered good for colonists. Many such cases can hardly be considered normal; their memory is defective; they are often irritable and unreasonable, and difficult of control. Under "fair" are included those in whom mental deterioration is more evident than in the first class. The third class includes all whose mental deterioration is very prominent; in many it is profound. In many of those classed as imbeciles and idiots considerable mental deterioration has also taken place. The large number classed under "imbeciles," is because epilepsy so frequently develops at



an early age. The census of the Colony August 2, 1906, when this classification was made, was 1,042, with the following result:

Good .....	186
Fair .....	240
Showing considerable mental deterioration.....	135
Imbeciles .....	364
Idiots .....	90
Idiots, very low grade.....	27
	<hr/>
	1,042
	<hr/>

While insane epileptics are not admitted to the Colony, many we receive exhibit periods of mental disturbance lasting from a few moments to several hours or days, or longer. At no time is the Colony entirely free from patients suffering from some severe mental disturbance, and as a rule there are several such cases on hand at the same time. In some cases the mental storm is of a very severe character demanding great care of the patient. When the periods of mental disturbance become frequent or much prolonged, the patient is committed to one of the State hospitals as prescribed by law, being sent to the State hospital in the district from which he originally came to the Colony. During the past year 23 patients have been committed to State hospitals as insane.

#### *Employment of Patients.*

Occupations suitable for epileptics are somewhat restricted owing to the peculiar character of their disease and to their mental and physical condition. But even with the greatest care, accidents are bound to occur now and then, but no patient has ever been killed at the colony as a result of his vocation — only a few slightly injured. The physical condition of patients permitting, it is better that they *should be occupied*, and at the Colony all are required for medical reason to work who can do so. Certain occupations are preferred, such as garden work, farm work, brick-making, the care of lawns and the like. Life out of doors appears to have a beneficial influence on the disease, but work in houses has to be done so that in arranging work, the *requirements of the institution*, in addition to the physical and mental condition of the patients, must be taken into consideration. We have only one hired person to every twelve patients. Epileptics of the best grade

lose much time from work. More patients than are actually necessary at one time to accomplish certain work have to be allotted to do it to get it done. Most epileptics require constant supervision in their work; so many have poor memories that they must be constantly reminded of what they are to do. Often a patient has to be changed from one kind of work because of changes in his mental condition. Many patients admitted to the Colony have *never been taught to do any work*, never been taught to read or write; these constitute great difficulties. Many of them, 20 to 25 per cent., are too young to do work of any kind. Out of 1042, 182 only are unable to dress themselves without aid; 124 are under 15 years of age; 157 suffer from hemiplegia (partial paralysis). In making up a statement of the occupations of the different patients, many are necessarily included who do so little work that they might probably be included in the entirely idle class. In the following statement of the occupations, all who accomplish *anything* in the way of work, have been classed as workers:

Engaged in house-work (including kitchen, dining-room, ward work, etc.)	365
Helpers in different shops (carpenter, plumbing, blacksmith, paint-shop, with mason, store, electric plant, mattress shop, bakery, butcher shop, and firemen)	50
Helpers on farm	27
Helpers in garden	25
Helpers in brick yard	21
Helpers in laundry	54
Helpers in dairy	11
Helpers in tailor shop	7
Engaged in sewing	52
Engaged on lawns	13
Messengers	5
Miscellaneous	12
<hr/>	
Total employed	642
Number entirely idle	400
<hr/>	
	1,042
	<hr/>

#### *New Remedies in Treatment.*

In of time the great majority of the colonists  
 are field for the investigation of remedies for

the cure of the disease is not a very favorable one. The number of cases that offer ground for hope of cure is rather small. However, improvement is secured in many of those who are admitted to the Colony and this can be attributed in a great measure to the healthful surroundings, regulation of diet, regular habits, suitable occupation, and also greater freedom, for an epileptic's freedom away from the Colony is often much restricted, often having to remain in comparative seclusion much of the time. The following are some of the drug preparations most commonly used: brometone, bromopin, chloretone, borax, solanum, caroliensis and belladonna; but they are only *adjuncts* to treatment.

Respectfully submitted,

DONALD L. ROSS, M. D.,

*First Assistant Physician.*

**Annual Report from the Research Laboratory at the Craig  
Colony for Epileptics.**

SONYEA, N. Y., *October 1, 1906.*

*To the Medical Superintendent:*

I have the honor to present herewith my first report as Pathologist at The Craig Colony for Epileptics, covering an incumbency of only three and a half months.

In taking up any new work, it is always necessary to gain first a clear-cut conception of the end in view and of the means to be used in gaining that end. It seems appropriate that this report, coming as it does before any extensive work has been begun, should present for consideration the theoretical basis for the work and the general methods to be used.

The object of the work is to utilize the patients at the Colony as clinical material for the study of their disease. It has been, and it is, the hope that through an exact study of the vital processes of these people during life, as shown by their secretions and excretions of certain tissues after death, some new light might be thrown on the nature and treatment of the disease.

The tissues of the epileptic have been most thoroughly examined by the pathological anatomist, but his knife and microscope have revealed no lesion, however slight, which can be found in cases of every form and duration. I think it is not too much to say that most pathologists admit that the lesion of epilepsy — if there be one in an organic sense — is still to be discovered.

The years of patient and accurate work which have been spent on the pathological side of the etiology of epilepsy are, in themselves, and without reference to facts in the case, sufficient warrant for undertaking, for some years at least, new lines of work.

The new work to which I refer is the study of epilepsy as a disease due to chemical changes. Whether such changes are visible or invisible is immaterial. In other words, we are to study epilepsy as a disease of the metabolism, possibly spontaneous within the nerve cell and possibly due to the action of an intoxicant formed elsewhere in the body. This is the line of work planned for the laboratory and is one which has always seemed to promise the greatest results in the end.

According to this conception of the disease, we are to consider the epileptic body as a chemical machine. The wheels and levers of this machine are chemical molecules and their component parts. The activities of this chemical machine are carried out under chemical laws quite as definite as are the physical laws which control the wheels and levers of the real machine. The result of the interaction of the various parts of either machine is the function of that machine. From these preliminary statements I think it will be agreed that function is the resultant of the kind and relationships of the interacting parts—that is, function that is determined by chemical structure. Further, any disturbance of that structure will result in changed or abnormal function. The change in the structure of the machine may arise from within or by the interposition of some external agent. Therefore, we must take the machine apart and discover what the parts are and which ones are broken or out of place, or, in the other case, examine the surroundings of the machine and find what the outside agent is which is doing the damage.

We thus have two lines of work: (1) The study of the chemical structure of the normal and of the epileptic nerve-cell, and (2) the study of the tissues and fluids of epileptics to find if there is an outside agent, and then, if possible, to isolate it and discover an antidote.

We have in epilepsy a disease which is engrafted upon an intrinsically sensitive, labile, nervous system. It is hard to believe that there is permanent change in the structure of the cells producing the symptoms of the disease, since, between the attacks, many epileptics are quite like other persons in all respects. The most ordinary food substances, under proper agencies, will yield deadly poisons. This is the common result of bacterial action;

the intervention of living matter is not needed, for hydrolytic measures *in vitro* will produce equally intense poisons. Similar processes take place occasionally in the human body; why not periodically in the body of the epileptic? That is, may we not consider epilepsy as due to the action of a poison produced from the extracellular, non-living material of the body, as contrasted with a living cellular source?

For the presence of a poison in the epileptic body, that is related to the attacks, we have some evidence. A large number of investigators, following Bouchard, have tested the toxicity of urine and bile. The essential inaccuracy of the method of investigation of this toxicity—by intravenous infusion—has led to contradictory reports. The sources of inaccuracy are seen easily—to be comparable, two fluids must be of the same density and reaction, though some authors report this unnecessary, and any attempt to render the two fluids uniform may result in changes in toxicity. The rate of injection and the temperature of the injected fluid would seem important. Again, the experimental animal introduces a rather variable factor. But most important of all, the method gives no indication as to the *nature of the poisons* which act.

In certain respects the results obtained by various authors are in accord. During the interval between the seizures the toxicity of the urine is normal or is normal. At the time of the seizure, however, there is hyperacidity, that is, during the attack, according to some living in Vienna. Some claim that the hypertoxicity precedes and some that it follows the attack. In any case the attack seems to be associated with an unloading of stored poisons. This has been further confirmed by the finding of hypertoxicity of the bile, which is long to the hypertoxicity of the urine preceding the attack. The gastric juice is said to be more toxic at the time of the attack than during the intervals, and the attack tends to be accompanied by hyperacidity and hypersecretion.

While one is tempted to believe that there is an increased toxicity, as shown by the above results, the mere fact of its pressure alone is of but small value—it is the *nature of the poison* which we must know. Now this our work will be in vain.

Uric

just

to

the poison of epilepsy.

that of almost every

on the reported

retention of uric acid before the attack and subsequent increase in the elimination—perhaps also preceding the attack—so that the total of uric acid excreted is unchanged. Upon this basis Krainsky concludes by theoretical considerations that ammonium carbamate is the actual poison, and that this very unstable substance is transformed into uric acid by changes in the fluids of the body during the asphyxia of the seizure. On the other hand, other authors deny any relationship between uric acid and the attacks. Whether uric acid is the primary toxic agent, or whether it is secondary to a disturbed metabolism caused by the real poison, is a difficult question. It would seem, however, that in some cases, there must be a changed secretion of uric acid related to the seizures. The poisonous action of ammonium carbamate is alleged to be due to its ammonia content, and the ammonia of the blood is said to be increased at the time of the attacks, and is also increased in the urine.

Another element which enters into the toxicity of the urine is the toxicity of the various metallic ions in solution. Of these potassium is the most important, and is sufficient to account for one-third of the toxicity. There are observations of normal urine which show that its toxicity varies according to the quantity of potassium present.

#### *Cholin.*

Another alleged epileptogenous poison is cholin, which has been found in the cerebro-spinal fluids of some epileptics, in paretics, etc. The finding of this substance has been doubted by some, on the basis that the means of identification used were not sufficiently exact to eliminate the presence of ammonium and potassium, which respond in a similar way to the tests used. Cholin is derived from the cleavage of the myelin substances, protagons and lecithins, and also from the lecithin found in cells throughout the body. The disease in which its occurrence has been most studied—general paralysis—is associated with visible degenerative changes, and we naturally consider nerve tissue the origin of the cholin found. In epilepsy we would naturally assume a similar origin.

This possible poison and its source are interesting in the light of some investigations which go to show that there is to be found, **death at least**, an enzyme which has the power of splitting **a substances** and yielding cholin. Here a most interest-

ing possibility suggests itself: Might not this cleavage productive of cholin become active during life under the influence of suitable changes in the tissue fluids?

The toxicity of epileptic brain substance has been tested but once and was found to be inert except for slight effect on the temperature — an effect, it may be observed, which is common to all albuminous bodies.

### *Studies in Metabolism Incomplete.*

There are no complete studies of the metabolism of epileptics. The work which has been done has been along narrow lines, involving the study of but one or two substances. Investigations are needed which will be complete, estimating all the most important constituents and reporting the results of the work in an unprejudiced manner. Work of this kind must be paralleled at every step by control observations on normal individuals; the mode of life, work and exercise, and the food eaten must be carefully regulated.

There are numerous reports dealing with the composition of the urine as regards one or two constituents. The volume of the urine is said to be increased in the twenty-four hours of the attack and by some to be increased after the attack, while others speak of "epileptic polyuria" as a constant condition. The density is said to be increased following the seizure. Of the constituents, uric acid has already been mentioned. Urea is said to be increased. The phosphates are also present in amounts larger than normal and the relation of the alkali and earthy phosphates is changed, the latter being increased. A third group of phosphorized compounds, the so-called organic phosphorous, is also increased. This is interesting when we remember that the myelin bodies yield, along with the cholin mentioned above, phosphorized organic acids. Could we prove these phosphorized organic acids present in the urine in increased amounts at the time of the attack, it might be an interesting confirmation of the cleavage of nervous tissue. Chlorides are decreased, according to some, and increased according to others. I have found no estimations, in epileptic urines, of the amount of potassium present. Indol is said to be related to the attack, and from this is drawn a proof of the importance of intestinal intoxications in this disease.

**File # 100-35**

[illegible]

THE ABOVE IS THE INFORMATION IN WHICH IT IS REQUESTED  
THE NAME OF THE PERSONS WHO ARE INTERESTED IN THE ABOVE  
OF COURSE.

[illegible]

One serious fault in handling the serum therapy which has been so much in vogue is that it is based on the assumption that an epidemic blood there is a toxin and for this reason, as well as the fact that these two are proportional in different stages. I do not care to go into a discussion of this matter at the present, and will confine myself to a bare statement of opinion. Those who favor this procedure claim very favorable results; their opponents get no results and assert that the theories on which the work is based are entirely wrong. Here again is the need for more complete investigation, especially as regards longer periods of observation and more complete control of hygiene and medication in a large number of cases.

From this review we find that there are changes in the toxicity of the urine and blood in relation to the attack, and that, also related to the attack, there are considerable changes in the substances excreted in the urine. The study of the biochemistry of epilepsy is only begun. The field is large and the methods of investigation indirect and laborious. Results, therefore, will be slow, but if we are right in connecting in the relation of cause and effect, chemical structure and cellular function, some decisive result must come from this line of work at some time, however far it may be in the future.

### Autopsies.

Since my coming to the Colony there have been seven complete autopsies and one brain examination. The pathological findings



in these cases have been most ordinary, and a detailed report of them will not be profitable.

A few details deserve mention. In two of the subjects, youths, the thymus was found enlarged, weighing forty-two and thirty-seven grams. With this enlargement, and in a third case besides, there was marked enlargement of the mesenteric lymph glands. In the case of "C. R.," the uterus was found to contain an interstitial and sub-serous fibromyoma. "K. M." was found to have a large cavity in the right lung. Slight evidences of tuberculosis was found in about half the bodies examined.

The autopsy work would be much facilitated by a room properly lighted and otherwise arranged for such work. The present room is dark and damp and not a fit place in which to work.

While, as above indicated, it is not the intention of this laboratory to devote much time to pathological work, it is the purpose of those in charge to put away all the material obtainable so that it may be used in the future.

#### *Laboratory Expenses.*

The cost of maintaining laboratory supplies is now paid out of the same fund from which surgical materials and books for the library are obtained. While most of the needs of the laboratory can be planned for in advance, there may arise at any time the necessity for new apparatus or material, without which the work of the laboratory might be seriously hampered. I suggest the advisability of setting aside a definite sum from this fund to be used for laboratory needs only.

#### *Laboratory and Library.*

The relation of the laboratory to the library must be a close one, for in carrying out any scientific work constant reference is made to the work of the past. While monographs and text-books will in many cases furnish the information desired, nothing is so satisfactory as to read the original article at first hand. This, however, requires an extensive library of periodical literature.

The Colony is too isolated to make the use of any of the great libraries practical, and I should like to present for your consideration the advisability of completing, as far as is desirable, the files of periodicals now in the library and of obtaining new sets of important publications bearing more directly on the chemical and physiological work to be undertaken in this laboratory.

### General Work.

The usual clinical examinations of the patient have been made from time to time in the cases of the several members of the staff. There is a most important feature in the case of the laboratory and I am glad to say that the several examinations make very free use of it. All reports of general examinations made in connection with the laboratory work are made in connection with the laboratory work. The first thing that comes to mind in this connection is the fact that the laboratory work is the first thing that comes to mind in this connection. In this way the laboratory work is the first thing that comes to mind in this connection. It is suggested that some of the laboratory work be made.

### Special Work.

While the major portion of the time has been devoted to a review of the literature of the laboratory, there is a special view of the literature of the laboratory. I have completed a small portion of the laboratory work in collaboration with the laboratory work. The major part of the work has been done in the laboratory and has consisted in the study of the effect of the laboratory work on the oil, given before meals, on the gastric juice and on the oil. Without going into details, the work has shown that doses of oil before eating, tend to lower the acidity of the gastric juice and to delay the emptying of the stomach. Clinical work seems to indicate that oil has a very favorable action in cases of the stomach and on hyperacidity. The fact that oil is a very concentrated and bland food must not be forgotten, and makes its use advisable in coarctations resulting from gastric troubles. In connection with this work, I have made a considerable number of control analyses of gastric juice, as regards the level of the acidity. I was struck by the considerable number of test-meals in which free hydrochloric acid was absent or very low. I have not yet observed any relation of the amount of acidity to the attacks.

### The Laboratory.

The present laboratory building is most admirably adapted for the pathological work to which it has been devoted in the past.

### Additional Room Required.

The room and equipment required for chemical work is very different from that suitable for pathological work, and the present laboratory cannot be adapted for the new line of work without con-

siderable difficulty. I would, therefore, recommend the enlargement of the laboratory by the addition of a wing on the west side of the present building, 23 x 40 feet, and having, in addition to a large room fitted up for chemical work, a waiting room for patients, and a small office where reference books and records may be kept. The basement should be especially well lighted, and be used for an autopsy room, for storage, animal and photographic rooms.

The work of the Pathologist will be most materially aided by a plan of the Superintendent's. The plan contemplates a meeting of men prominent in medical research to confer with the Superintendent and the Pathologist as to the best means of attacking the problem before us. This meeting will probably be held in New York City early in October or November. The advice of such a committee will be most valuable.

In conclusion, I wish to thank the Superintendent and members of the staff for the cordial co-operation which has made my work very pleasant.

Respectfully submitted,

J. F. MUNSON, M. D.,

*Pathologist.*

### **Report on Surgical Work at the Craig Colony Hospital During the Fiscal Year that Ended September 30, 1906.**

BY WILLIAM T. SHANAHAN, M. D., AND G. KIRBY  
COLLIER, M. D.\*

SONYEA, N. Y., October 1, 1906.

#### *To the Medical Superintendent of The Craig Colony:*

The many accidents and injuries to which epileptics are especially prone, and the surgical diseases incident to a community of nearly 1300 persons causes the surgical work at the Colony to assume no inconsiderable proportion. The more grave cases are cared for at the Colony Hospital, while minor cases are cared for in the cottages.

The Colony Hospital is a thoroughly equipped building of two and a half stories. The first floor contains the medical offices, record room, medical library, pharmacy, hydrotherapeutic room,

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\* Dr. Shanahan is the Consulting Surgeon to the Colony Hospital; Dr. Collier, the House Surgeon.

electrical room, matron's office, examination rooms and reception room, and quarters for a married member of the staff.

The second floor is devoted entirely to patients, and to a commodious operating room. There are two large wards, well lighted and ventilated—one for men, one for women—and twelve rooms, some of which accommodate two patients each.

The hospital is usually occupied to its full capacity. The equipment is very complete—the operating room being well supplied with instruments, sterilizers, etc.,—and but for the badly needed addition of a detached sterilizing and dressing room, would compare favorably with that of any general hospital. The operating room is 14 ft. by 20 ft., well lighted on the north by three large windows and above by a skylight. It is equipped with a glass top operating table, instrument tables, instruments, dressing, and water sterilizers. Connecting with the operating room is a smaller room, used as a wash and instrument room, and for the storage of surgical necessities. The supply of instruments is fairly complete and with additions as necessity demands, is all that could be asked for just now. The one apparatus that is needed now is a surgical engine for brain surgery. The number of patients admitted to the Peterson Hospital during the past year was 157; 4,347 days treatment in all being given. The number of patients receiving surgical treatment in the hospital was 90, 2,109 days treatment having been given them.

This is not to be taken as the total number of surgical cases at the Colony, as a large number are cared for in thirty odd cottages as is shown by the accompanying tables. The total number of anaesthetics given for surgical purposes *alone* during the past year, was 172, divided as follows:

Chloroform . . . . .	95	Times
Ether . . . . .	12	"
Cocaine . . . . .	28	"
Cocaine and adrenalin . . . . .	22	"
Sterile water . . . . .	6	"
Ethyl chloride . . . . .	9	"

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172

#### *An Ambulance Needed.*

All acute cases requiring it are transferred to the hospital in the delivery wagon which is not a satisfactory method. Because of the long distances separating the numerous buildings here an am-

balance should be provided if possible for the purpose of taking sick people to the hospital.

### *Dental and Eye Work.*

There is a great amount of dental work at the Colony which now has to be done by staff as we have no visiting dentist. Many teeth which are now extracted could be saved by a good dentist. A dental student or two residing among the epileptics here and a visiting dental hygienist would be a positive benefit to the patients. At present it is necessary to send patients with a nurse to Buffalo or Rochester to consult with a dentist or eye specialist.

### S. ANIMAL CASES ADMITTED TO THE COLONY HOSPITAL BETWEEN OCTOBER 1, 1913, AND OCTOBER 31, 1913.

- NOV. 1. *Case No. 1.* Dog. *Diagnosis:* — Peritonitis. Incision made in the middle of the belly. Murphy's Point and sigmoid-drain placed. The intestines were found to be inflamed. Secondary laparotomy made on the 10th day. The patient died six weeks later. *Treatment:* — Morphine, opium, and chloroform. Anesthetics—chloroform and ether.
- NOV. 2. *Case No. 2.* Dog. *Diagnosis:* — Peritonitis. Incision made in the middle of the belly. Murphy's Point and sigmoid-drain placed. The intestines were found to be inflamed. Secondary laparotomy made on the 10th day. The patient died six weeks later. *Treatment:* — Morphine, opium, and chloroform. Anesthetics—chloroform and ether.
- NOV. 3. *Case No. 3.* Dog. *Diagnosis:* — Peritonitis. Incision made in the middle of the belly. Murphy's Point and sigmoid-drain placed. The intestines were found to be inflamed. Secondary laparotomy made on the 10th day. The patient died six weeks later. *Treatment:* — Morphine, opium, and chloroform. Anesthetics—chloroform and ether.
- NOV. 4. *Case No. 4.* Dog. *Diagnosis:* — Peritonitis. Incision made in the middle of the belly. Murphy's Point and sigmoid-drain placed. The intestines were found to be inflamed. Secondary laparotomy made on the 10th day. The patient died six weeks later. *Treatment:* — Morphine, opium, and chloroform. Anesthetics—chloroform and ether.
- NOV. 5. *Case No. 5.* Dog. *Diagnosis:* — Peritonitis. Incision made in the middle of the belly. Murphy's Point and sigmoid-drain placed. The intestines were found to be inflamed. Secondary laparotomy made on the 10th day. The patient died six weeks later. *Treatment:* — Morphine, opium, and chloroform. Anesthetics—chloroform and ether.
- NOV. 6. *Case No. 6.* Dog. *Diagnosis:* — Peritonitis. Incision made in the middle of the belly. Murphy's Point and sigmoid-drain placed. The intestines were found to be inflamed. Secondary laparotomy made on the 10th day. The patient died six weeks later. *Treatment:* — Morphine, opium, and chloroform. Anesthetics—chloroform and ether.
- NOV. 7. *Case No. 7.* Dog. *Diagnosis:* — Peritonitis. Incision made in the middle of the belly. Murphy's Point and sigmoid-drain placed. The intestines were found to be inflamed. Secondary laparotomy made on the 10th day. The patient died six weeks later. *Treatment:* — Morphine, opium, and chloroform. Anesthetics—chloroform and ether.
- NOV. 8. *Case No. 8.* Dog. *Diagnosis:* — Peritonitis. Incision made in the middle of the belly. Murphy's Point and sigmoid-drain placed. The intestines were found to be inflamed. Secondary laparotomy made on the 10th day. The patient died six weeks later. *Treatment:* — Morphine, opium, and chloroform. Anesthetics—chloroform and ether.
- NOV. 9. *Case No. 9.* Dog. *Diagnosis:* — Peritonitis. Incision made in the middle of the belly. Murphy's Point and sigmoid-drain placed. The intestines were found to be inflamed. Secondary laparotomy made on the 10th day. The patient died six weeks later. *Treatment:* — Morphine, opium, and chloroform. Anesthetics—chloroform and ether.
- NOV. 10. *Case No. 10.* Dog. *Diagnosis:* — Peritonitis. Incision made in the middle of the belly. Murphy's Point and sigmoid-drain placed. The intestines were found to be inflamed. Secondary laparotomy made on the 10th day. The patient died six weeks later. *Treatment:* — Morphine, opium, and chloroform. Anesthetics—chloroform and ether.



No.	Name.	Description.
6.	M. A.	Four internal and one external hemorrhoid. Under chloroform anaesthesia sphincter ani was dilated and hemorrhoids removed by clamp and cautery method. Recovery.
7.	B. S.	Hemorrhoids. One rectal polypus. Under chloroform anaesthesia, sphincter ani was dilated and hemorrhoids removed by clamp and cautery method. Recovery.
8.	K. A.	External hemorrhoids removed by incision after dilating sphincter ani. Anaesthetic — chloroform. Recovery.
9.	J. L.	Large uterine polypus, size of English walnut. Uterus curetted and polypus removed. Several hemorrhoids removed by clamp and cautery operation. Anaesthetic — chloroform.
10.	W. S.	Cervical adenitis-tubercular. Chain of glands removed under chloroform anaesthesia. Recovery.
11.	M. V.	During seizure, fell, striking head and causing extensive hematoma of scalp, left temporal region. Symptoms of fracture. Exploratory incision was made under chloroform anaesthesia. No fracture found. Wound closed with drainage. Recovery.
12.	T. McG.	Internal and external hemorrhoids. Sphincters dilated and hemorrhoids removed by ligation and excision under sterile anaesthesia.
13.	M. H.	Gangrenous appendicitis. Incision was made over McBurney's Point, muscles being separated and appendix removed. Stump inverted and purse string suture applied. Free drainage, adjacent structures being protected by rubber dam. Good recovery. Anaesthetic — chloroform.
14.	M. B.	Large uterine polypus removed under chloroform anaesthesia. Uterus curetted. Hemorrhoid removed by clamp and cautery method. Recovery.
	H. B.	External hemorrhoids. Sphincters dilated and hemorrhoids removed by ligation and excision under sterile water anaesthesia. Recovery.
		Laceration of perineum extending almost to anus. Considerable leucorrhea. Seizures were frequent at menstrual periods. Under chloroform anaesthesia, uterus was curetted and perineum re-

No.	Name.	Description.
		paired. Excellent recovery from operation and condition markedly improved. Previous to operation she would not yield to bromide medication, but since then has given every evidence of beneficial results from treatment with attention to her general condition. During the six months preceding the operation she had 95 seizures. Following the operation she had 16 seizures during the first month, but has had no seizures during the past five months.
17.	M. C.	Fistulo in ano, blind opening on skin about one inch from anal margin. Under chloroform anaesthesia, sphincter ani was dilated, fistula made complete, opened and packed. Recovery. This patient developed a marked hysterical mental disturbance which continued several weeks subsequent to operation.
18.	A. K.	Laceration of cervix with large erosion. Erosion healed under local treatment. Under chloroform anaesthesia uterus was curetted and cervix repaired. Recovery.
19.	P. D.	Cryptorchism. Testicle in canal. Testicle was removed and Bassini's operation done to form new canal. Anaesthetic — chloroform. Recovery.
20.	D. S.	Dysmenorrhea. Metiorrhagia. Under ether anaesthesia uterus was curetted. Later, when convalescent, patient was given Extract of Mammary Gland, grains 5, t. i. d. for a period of two and one-half months. Menstruation is now regular, causing but little discomfort. No metiorrhagia.
21.	G. S.	Incomplete laceration of perineum. Under ether anaesthesia perineum was repaired. Recovery.
22.	E. F.	Laceration of perineum extending well up into sulci. Under ether anaesthetic perineum was repaired. Recovery. During convalescence patient developed a marked mental disturbance.
23.	S. DeG.	Hemorrhoids and urethral caruncle which later caused marked dysuria. Under ether anaesthesia hemorrhoids and caruncles were excised. Uneventful convalescence for thirty-six hours, after

No.	Name.	Description.
		which patient developed a marked mental disturbance, which continued for several weeks. Ascertained later that this had also followed two previous operations.
24.	V. P.	Had left ovary removed several years ago. Right ovary enlarged and causing considerable pain. Under chloroform and ether anaesthesia a right oophorectomy was done. Ovary was markedly cystic. Convalescence uneventful. Cessation of menstruation. No pain since operation.
25.	M. M.	Under chloroform ether anaesthesia sphincter ani was dilated and three hemorrhoids removed by clamp and cautery operation. Recovery.
26.	D. N.	Enlarged left ovary which caused considerable pain. Under chloroform ether anaesthesia a left oophorectomy was done. Ovary cystic and twice normal size. Marked improvement in general health.
27.	F. M.	Multiple sebaceous cysts, varying in size from a pea to a small egg, underlying scalp. Enucleated under cocaine-adrenalin anaesthesia. Recovery.
28.	J. C.	Abscess of thorax. About one month previous, patient was kicked in left side by a fellow-patient, who was automatic. Marked bulging at lower border of ribs at mammary line. Incision made over this area under chloroform anaesthesia, with exit of large quantity of pus. No evidence of carious bone. Wound cleaned and drainage used. Tubercular. Later it was necessary to enlarge opening to promote freer drainage. Improved.
29.	C. G.	Under chloroform-ether anaesthesia hemorrhoids were removed by clamp and cautery method, after sphincter ani had been dilated. Recovery.
30.	A. M.	External and internal hemorrhoids. Sphincters dilated and hemorrhoids removed by clamp and cautery method, under ether anaesthesia. Recovery.
	F. G.	Right inguinal hernia-scolal. Bassini's radical operation performed under ether anaesthesia. Recovery.



No.	Name.	Description.
32.	E. B.	Under ether anaesthesia a left oophorectomy was done for removal of enlarged ovary. Because of patient's poor physical condition considerable shock followed, but later convalescence was uneventful.
33.	H. V.	Retro-version of uterus. Ventro-suspension done under chloroform-ether anaesthesia. Recovery. Patient improved, but because of marked hysterical tendencies, complains of pains in iliac regions. Ovaries appeared normal.
34.	J. N.	Abscess and cellulitis of thigh. Free incisions made with drainage. Recovery. Anaesthetic—chloroform.
35.	A. L.	Accidental wound of right hand, by falling on broken bottle, severing superficial and deep palmar fascia, and flexor tendons of little finger. Fascia and tendons sutured under chloroform anaesthesia.
36.	M. O.	Lacerated perineum and cervix. Under chloroform-ether anaesthesia trachelorrhaphy and perineorrhaphy were done. Excellent result despite fact that patient walked about within a few hours after operation. Nurse was not able to keep her in bed because of her marked mental excitation.
37.	L. H.	Stenosis of vagina. Cause unknown. Under chloroform-ether anaesthesia cicatricial bands were torn and wounds separated by gauze packing. A more radical operation was not feasible because of depth of vagina and small calibre thereof. Good result.
38.	C. S.	Incomplete laceration of perineum. Under chloroform anaesthesia perineum was repaired. Recovery.
39.	M. P.	Abscess of vulvo-vaginal gland was marked. Cellulitis. Freely incised and drained. Prompt recovery.
40.	W. T.	Appendicitis with general peritonitis. Leucocyte count at time of operation — 21,000. Incision was made over McBurney's Point and cigarette-drain inserted at site of appendix. Anaesthetic — ether. Recovery. A secondary operation for appendix will be performed.

## Description.

- External hemorrhoids removed by legation and excision after dilation of sphincter and under sterile-water anaesthesia. Recovery.
- S. Tumor in left ischio-rectal fossa about size of baseball. History of abscess formation at this point 20 years ago following which tumor developed, increasing in size slowly. Caused no discomfort until two weeks prior to operation, when small abscess developed on skin surface. At this time tumor was incised under cocaine anaesthesia, and large amount of detritus, containing much scale-like connective tissue, was removed. Had appearance of old abscess. Four days later, under chloroform anaesthesia, tumor was removed, fibrous bands connecting it with the surrounding structures. Recovery. No evidence of any return up to this date. Wall of tumor was about 10 mm. in thickness, being exceedingly dense, apparently mostly of fibrous tissue. Lining of cavity of dense non-fibrous connective tissue, varying from  $\frac{1}{2}$  to 3 mm. in thickness. Surface of cavity irregularly corrugated, and desquamates in large flakes. In places this lining extends into fibrous wall as small papillae. Operation wound was closed with through and through silk worm gut sutures, small drain being left. Tumor probably dermoid. Examination of specimen now in progress.
- D. Patient has frequent mild seizures, always falling and striking over occiput or frontal bones. Wounds became infected necessitating free incisions of scalp under chloroform anaesthesia. Drainage. Slow recovery. A padded cap was made for him, since when he has had but one injury to scalp.
- Patient frequently has a subcoracoid dislocation of humerus, occurring during seizures and in altercations with fellow-patients. At times it is necessary to use anaesthetic to reduce it.

No.	Name.	Description.
45.	J. O.	During seizure received fracture of inferior maxilla, right ramus, and to right of mental process. Teeth wired and maxillary splint applied. Recovery.
46.	I. V.	During seizure fell, striking arm and causing backward dislocation of elbow. Reduced under chloroform anaesthesia.
47.	S. B.	In an altercation with a fellow patient, he received a fracture of the inferior maxilla, at median line and at junction of horizontal portion and left ramus. Incisor teeth wired and maxillary splint applied. Good recovery.
48.	J. H.	Patient fell on ward, causing inter-capsular fracture of right femur. Mental condition — dementia. Fracture reduced under chloroform anaesthesia but much difficulty was met with in keeping fragments in position, owing to patient's mental condition. Became disturbed and removed dressings frequently. Result poor.
49.	F. B.	Right inguinal herniotomy was performed in 1901. Left inguinal herniotomy in December 1905. On admission to the Colony in April, 1906, patient had a right inguinal bubonocoele, which he first noticed about two years ago. Bubonocoele about the size of a large egg, and could be easily reduced, internal opening admitting two fingers. Bassini's radical operation was performed. Owing to previous operation, some difficulty was met with in locating muscular layers of abdominal wall. Anaesthetic — ether. Recovery.
50.	E. N.	Old sinus of arm which developed after a periostitis of lower end of humerus. Given chloroform at three different periods, at intervals of several weeks. Sinus dilated, curetted and packed.
51.	P. G.	Under chloroform anaesthesia a broken down cervical gland was removed by curettment. Cavity packed. Recovery.
52.	M. W.	Extensive cellulitis of hand and wrist following infection from pencil point. Free incisions and drainage. Recovery with but slight impairment of function. Anaesthetic — chloroform.

No.	Name.	Description.
53.	E. F.	Severe cellulitis of leg. Free incisions and drainage. Recovery. Chloroform anaesthesia.
54.	A. F.	Under chloroform anaesthesia a large leg ulcer was thoroughly curetted. Recovery.
55.	A. H.	Hemorrhoid excised under cocaine anaesthesia.
56.	A. F.	Severe cellulitis of elbow. Under chloroform anaesthesia free incisions were made and drainage inserted.
57.	N. H.	Hemorrhoid excised under sterile-water anaesthesia.
58.	M. V.	Fracture of tibia. Reduced under anaesthesia and plaster cast applied. Excellent recovery.
59.	E. S.	Extensive hematoma of scalp received during seizure by fall on head. Exploratory incisions of scalp made under chloroform anaesthesia. No fractures found. Recovery.
60.	F. M.	Abscess and cellulitis of thigh. Free incisions made over inguinal glands under cocaine anaesthesia, and free drainage applied. Moist dressings used. Recovery.
61.	F. A.	Axillary adenitis. Free incisions made under cocaine anaesthesia and glands dissected out. Drainage. Recovery.
62.	T. M.	Cellulitis of thigh. Incisions made under chloroform anaesthesia and free drainage with moist dressings applied. Recovery.
63.	—	During the past year there were forty-four circumcisions performed. With some, chloroform was used as an anaesthetic, others cocaine and others cocaine and adrenalin.
64.	F. W.	Fell during seizure striking face and causing fracture of inferior maxilla, also lacerated wounds of the face. Wounds sutured and maxillary splint applied. This patient has had two fractures of the inferior maxilla previous to this one.

*Surgical Cases Throughout the Colony Including Operations  
During the Year.*

Adenitis, cervical .....	5
itis, axillary .....	1
is, inguinal .....	2

Abscess of thorax, opened and drained.....	2
Abscess and cellulitis of thigh, opened and drained.....	6
Abscess and cellulitis of leg, opened and drained.....	1
Abscess and cellulitis of foot, opened and drained.....	8
Abscess and cellulitis of arm, opened and drained.....	1
Abscess and cellulitis of elbow, opened and drained.....	2
Abscess and cellulitis of hand, opened and drained.....	2
Abscess and cellulitis of thumb, opened and drained.....	5
Abscess and cellulitis of finger, opened and drained.....	3
Accidental wound of hand, suturing fascia.....	1
Aspiration of thorax .....	5
Appendicitis, acute .....	2
Appendicitis, acute, with general peritonitis.....	2
Appendicitis, catarrhal .....	3
Abscess of tonsil, open and drained.....	6
Arthritis, traumatic .....	1
Brain, concussion .....	1
Curettage of uterus .....	5
Cholecystitis .....	3
Carbuncles .....	6
Cervix uteri, laceration of.....	2
Dacrocystitis .....	3
Erysipelas .....	6
Exploratory incision of scalp.....	3
Enucleation of sebaceous cysts.....	3
Fecal fistula .....	1
Frost bite on hand and feet.....	2
Herniotomy, inguinal .....	4
Hemorrhoids .....	12
Ischio-rectal abscess .....	2
Ingrowing toenail .....	22
Infected fingernail .....	13
Laparotomy-appendicitis .....	3
Laparotomy, secondary appendectomy.....	1
Laparotomy, intestinal adhesions.....	1
Lipoma of gluteal region.....	1
Lumbar puncture .....	2
Multiple warts .....	4
Ovariectomy .....	3
Paraphimosis .....	1
Phimosis, circumcision .....	44

Perineorrhaphy . . . . .	5
Patellar bursitis . . . . .	1
Prolapse of rectum . . . . .	3
Periostitis . . . . .	5
Potts disease . . . . .	2
Rectal fistula . . . . .	1
Rectal ulcer . . . . .	3
Removal of necrosed bone, skull . . . . .	1
Tonsillectomy . . . . .	3
Trachelorrhaphy . . . . .	2
Testicle, undescended, removed . . . . .	1
Tubercular sinus, pelvis . . . . .	1
Uterine polypus, removal of . . . . .	3
Urethral caruncle . . . . .	1
Ulcer of leg, curetted . . . . .	16
Urethral stricture . . . . .	5
Uterus, ventro-fixation . . . . .	1
Varicocele . . . . .	1
Vaginal stenosis . . . . .	1
Vulvo-vaginal abscess . . . . .	1
Skin grafting . . . . .	2
Acute otitis media . . . . .	2
Blyharthis . . . . .	5

*Accidents and Injuries.*

Scalp wounds, sutured . . . . .	150
Contusion and abrasions of face and scalp not requiring suturing . . . . .	251
Wounds of face, ears, etc., sutured . . . . .	100
Wounds and contusions of extremities . . . . .	73
Contusions and abrasions of trunk . . . . .	36
Severe lacerations of tongue . . . . .	25
Self-inflicted wounds . . . . .	2
Extensive hematoma of scalp . . . . .	6
Mayhem . . . . .	6
Burns of scalp . . . . .	3
Burns of face . . . . .	11
Burns of shoulder . . . . .	1
Burns of arms . . . . .	17
Burns of hands . . . . .	23
Burns of buttocks . . . . .	1

Burns of thighs and scrotum.....	1
Burns of knees .....	1
Burns of feet .....	24
Burns of legs .....	3
Fracture of nasal bones.....	5
Fracture of inferior maxilla.....	7
Fracture of clavicle.....	4
Fracture of radius .....	6
Fracture of femur .....	1
Fracture of tibia .....	2
Fracture of finger .....	3
Fracture of surgical neck of humerus.....	2
Dislocation, humerus, subcoracoid .....	9
Dislocation, elbow, backward .....	2
Dislocation, finger .....	3
Dislocation, infra maxillary.....	20

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### Medical Notes and Comments

SONYEA, N. Y., October 1, 1906.

#### *To the Medical Superintendent:*

The foregoing list does not include many of the numerous minor diseases and conditions, such as constipation, rhinitis, catarrhal stomatitis, etc. A large number of patients require local and general treatment for acne and other bromide rashes. This is particularly true of the newly-admitted patients.

#### *Intestinal Autointoxication.*

We have had only forty-five cases of intestinal autointoxication severe enough to confine the patient to bed. This speaks well for the wholesome food served on the Colony. Many patients are inclined to eat too much, and fully 75 per cent. suffer from chronic constipation. It is practically impossible to treat chronic constipation in a scientific manner in patients who exhibit marked mental impairment.

Inasmuch as our patients come from all parts of the State and from homes of all kinds, we have been very free from communicable diseases excepting tuberculosis. Since the 1st of October, 1905, we have had one case of diphtheria, one of measles, one of

pertussis, three of scarlatina and eight of parotitis. One case of scarlatina occurred in an attendant. All of the communicable cases recovered. The more dangerous communicable diseases are cared for in the quarantine hospital. The others are placed in isolation.

We have in the course of construction two pavilions for tubercular patients, to contain from ten to twelve beds each, one for men and one for women. At the present time the tubercular infirmaries class are cared for in the solariums, and the better class are put out of doors as much as possible and given some light occupation suitable to their condition. We are now caring for eleven incipient, forty-two chronic and eighteen active cases of this disease. In addition to these we have about twenty "suspects."

It is impossible to give an accurate statement of the number of cases of serial attacks. Among a population of over 1,000 epileptics there are necessarily a great number. The two great dangers from this condition, exhaustion and pulmonary oedema, require prompt and vigorous treatment to prevent death.

Of the forty-five cases of "status epilepticus" during the year many were of short duration. The six deaths from this cause were immediately due to "pulmonary oedema" or to "exhaustion." Our usual method of treating "status epilepticus" is by giving a solution containing chloral hydrate and one of the bromide salts per rectum, together with chloroform inhalations. A hypodermic injection of morphine given at the onset frequently proves of value. As soon as the condition improves a high cleansing enema (usually of soap suds and glycerine) is given, and as soon as the patient can swallow a brisk purgative is administered by mouth. The remainder of the treatment is mainly symptomatic. Normal saline solution given by transfusions or high rectal irrigations is frequently required. Oxygen inhalations are of decided value in asphyxia. Exhaustion, oedema of the lungs and pneumonia are the more frequent and important *sequelæ*.

#### *The Newer Remedies.*

Of the newer remedies used in status only a few are of enough importance to warrant mentioning. Our results with venesection have been, on the whole, rather disappointing. In two cases only was it decidedly beneficial. In several cases it was not performed



until the patient was *in extremis*. We have performed lumbar puncture for status in only one case, and as the patient was practically moribund at the time we cannot draw any conclusions at this time as to its value. We expect to give both lumbar puncture and venesection a more extended trial during the coming year. Amylene hydrate has been given hypodermatically (one-half to one fluid dram) in three cases. In two cases the status condition was quickly controlled, while in the third it produced no appreciable effect. We think it deserves a further trial.

In the treatment of mentally disturbed patients we try to avoid mechanical restraint of any kind as much as possible. Many cases require nothing beyond being kept under observation. The more violent patients can generally be controlled by baths, hot packs, hyoscin, duboisin and other sedatives. Melancholia and prolonged periods of mental confusion sometimes require forced feeding.

Since the 1st of October, 1905, 1,902 prescriptions have been filled. A medicine case containing many of the more commonly used drugs and the ordinary remedies for emergencies is kept convenient to each household under lock and key.

	Re- covered	Im- proved	Unim- proved	Died	Total
Anemia, secondary . . . . .	4	8	3	...	15
Appendicitis, acute . . . . .	2	...	...	...	2
Asphyxiation . . . . .	...	...	...	9	9
Asthma . . . . .	...	1	6	...	7
Bromidrosis . . . . .	1	6	7	...	14
Bronchitis, acute . . . . .	48	...	...	...	48
Bronchitis, chronic . . . . .	1	4	2	...	7
Cholecystitis . . . . .	1	1	...	...	2
Colic, biliary . . . . .	2	...	...	...	2
Conjunctivitis, acute catarrhal . . . . .	28	...	...	...	28
Conjunctivitis, chronic catarrhal . . . . .	1	4	3	...	8
Conjunctivitis, acute purulent . . . . .	19	...	...	...	19
Dilatation, gastric . . . . .	...	3	...	...	3
Diphtheria, pharyngeal . . . . .	1	...	...	...	1
Dysentery, acute catarrhal . . . . .	9	...	...	...	9
Eczema (various forms), acute and chronic . . . . .	10	6	3	...	19
Emphysema, chronic . . . . .	...	...	3	...	3
Endocarditis, chronic . . . . .	...	...	36	1	37

	Re- covered	Im- proved	Unim- proved	Died	Total
Enteritis, acute . . . . .	102	...	...	...	102
Enteritis, chronic . . . . .	1	3	1	1	6
Entero-colitis . . . . .	8	...	...	1	9
Erythema iris . . . . .	1	...	...	...	1
Erythema multiforme . . . . .	3	...	...	...	3
Erythema nodosum . . . . .	3	...	...	...	3
Exhaustion following a series of attacks . . . . .	...	...	...	4	4
Gastritis, acute . . . . .	39	...	...	...	39
Gastritis, chronic . . . . .	...	16	6	...	22
Gastro-enteritis, acute . . . . .	19	...	...	1	20
Goitre, simple . . . . .	...	1	1	...	2
Hay fever . . . . .	...	1	1	...	2
Herpes facialis . . . . .	7	...	...	...	7
Herpes genitalis . . . . .	3	...	...	...	3
Herpes zoster . . . . .	1	...	...	...	1
Inanition . . . . .	...	...	...	2	2
Intestinal autointoxication . . . . .	45	...	...	...	45
Iritis, acute . . . . .	1	...	...	...	1
Jaundice, catarrhal . . . . .	7	...	...	...	7
Jaundice, gall stone . . . . .	2	...	...	...	2
Keratitis, acute and chronic . . . . .	7	3	2	...	12
Laryngitis, acute . . . . .	10	...	...	...	10
Measles . . . . .	1	...	...	...	1
Meningitis following an acute otitis media . . . . .	...	...	...	1	1
Meningitis following pulmonary tuberculosis and gangrene of the lung . . . . .	...	...	...	1	1
Myoclonus . . . . .	...	...	3	...	3
Nephritis, acute . . . . .	6	2	1	...	9
Nephritis, chronic . . . . .	...	3	4	...	7
Neuralgia, trigeminal . . . . .	...	...	1	...	1
Neuralgia, intercostal . . . . .	3	...	...	...	3
Neuritis, simple . . . . .	2	1	...	...	3
Oedema, pulmonary . . . . .	18	...	...	9	27
Otitis media, acute purulent . . . . .	11	...	1	...	12
Otitis media, chronic purulent . . . . .	...	...	2	...	2
Oxyuris vermicularis . . . . .	1	...	...	...	1
Parotitis . . . . .	8	...	...	...	8

	Re- covered	Im- proved	Unim- proved	Died	Total
Pertussis .....	1	...	...	...	1
Pleurisy, dry .....	20	...	...	...	20
Pleurisy with effusion .....	3	...	...	...	3
Pharyngitis, acute catarrhal .....	62	...	...	...	62
Pharyngitis, chronic catarrhal ...	2	19	10	...	31
Pneumonia, lobar .....	11	...	...	10	21
Pneumonia, lobular .....	4	...	...	...	4
Poisoning, acute alcoholic .....	1	...	...	...	1
Poisoning, acute cinchona .....	1	...	...	...	1
Poisoning, ink nitro-benzol .....	...	...	...	1	1
Poisoning, ivy .....	1	1	...	...	2
Psoriasis .....	...	2	3	...	5
Purpura .....	5	...	...	...	5
Rabies .....	...	12	4	...	16
Rheumatism, acute articular .....	22	1	...	...	23
Rheumatism, chronic articular ..	...	...	3	...	3
Rheumatism, subacute articular ..	...	2	...	...	2
Scarlatina .....	3	...	...	...	3
Scleritis multiple .....	...	...	3	...	3
Scurvy .....	...	1	...	...	1
Syphilis .....	...	...	...	...	3
Syphilis .....	...	...	...	...	6
Syphilis .....	...	...	...	...	45
Syphilis .....	...	...	...	...	2
Syphilis .....	...	...	...	...	21
Syphilis .....	...	...	...	...	1
Syphilis .....	...	...	...	...	27
Syphilis .....	...	...	...	...	3
Syphilis .....	...	...	...	...	2
Syphilis .....	...	...	...	...	2
Syphilis .....	...	...	...	...	61
Syphilis .....	...	...	...	...	43
Syphilis .....	...	...	...	...	3

Tuberculosis, pulmonary .....

Urticaria .....

722 145 180 55 1,102

W. H. PARKER,  
of the Wood Group.

**Report on Outdoor Department in the Hospital at the Craig Colony.**

SONYEA, N. Y., October 1, 1906.

*To the Medical Superintendent:*

The many minor complaints, accidents and injuries suffered by epileptics in an institution like this call for much time and attention on the part of a large medical staff. All buildings occupied by patients are visited daily by a physician; while the acute sick are visited oftener if necessary, as the regulations call for.

Owing to the large number of patients employed at outside labor of some kind all over the place, which numbers 1,895 acres, some of them working three miles apart, when visits to the houses are made by physicians, many patients are necessarily not seen. So two afternoons in each week — Wednesdays and Saturdays, from one o'clock until five o'clock — are set apart for any male patient to visit physicians at the consultation rooms in the hospital. Similar visits are made by the women in rooms for like purposes in the Villa Flora Group for women.

The epileptic is *particularly prone to complain*; this is a part and an indication of his disease — a disease which so disastrously affects the brain. Unless their idiosyncrasies are reckoned with, some patients become discontented and desire to quit Colony life without adequate reason.

During consultation hours at the hospital, many small difficulties are amicably adjusted and we endeavor to make each patient feel that he can always bring his complaint to the attention of a physician. Of the minor medical complaints which come to the attention of the physicians at such times, the following may be mentioned: Coryza, rheumatism, migraine, ingrowing toe and finger nails, laryngitis, pharyngitis, tonsillitis, impacted cerumen, constipation, diarrhoea, sprains, bruises, lacerated and other wounds received during seizures and the like. There is also much dental work to be done — carious teeth and old roots to be extracted, cavities to be cleaned, and local applications made to relieve pain. Many dressings to injuries of a delicate nature which cannot be intrusted to the nurses, no matter how well they are trained, are cared for by the physicians during consultation hours. Many patients also came for the regular physical examination at such times. Since there is no visiting ophthalmologist to the Colony, our refractive work must be done by members of the staff.

The scientific work of the Colony would be greatly increased and the patients made far more comfortable if the Colony had a visiting dentist and a visiting ophthalmologist; each to spend one or more days a month on the premises, as they do in other medical charitable institutions.

Respectfully submitted,  
WM. N. TRADER,  
*Medical Interne, Office at the Hospital.*

### Report of the Gynecological Work.

*September 30, 1906.*

#### *To the Medical Superintendent:*

The gynecological examinations were commenced in September, 1905, when the census of the Women's Group was four hundred and seventy. Eighty-five of the patients were children under fifteen years of age and of the remainder, many were either too feeble-minded, while others presented no gynecological symptoms of any kind whatever.

The examinations made were not with the idea that there existed any especial relationship between their epilepsy and pelvic disorders, but to relieve the patients of annoying symptoms. Too much reliance could not be placed on patients' statements in such work, as many exaggerated their symptoms, while others who made little or no complaint were in need of medical attention.

Of the two hundred and fifteen examinations made, eighty-four claimed that they had their seizures more frequent or that they occurred *only at the menstrual period*, but this fact was not fully verified by closer observation.

Of the number examined, fifteen had had abdominal operations such as ovariectomy, hysterectomy, etc., before admission to The Craig Colony, twenty-two had been operated upon at The Craig Colony Hospital by some members of our own staff; and of thirty-seven so treated, only one patient has been greatly benefited as far as her epilepsy is concerned. This patient, "J. E.," had been having, on an average, six grand mal and eleven petit mal attacks a month. She was taking small doses of bromide to control the seizures, but apparently without effect. After the operation, which consisted of curettage and a perineorrhaphy, her seizures diminished in number for two months, after which she did not have any seizures in five months (when this was written).

She has continued to take small doses of bromide night and morning, but the attacks are entirely controlled, whereas the bromide apparently had no effect before the operation.

Seventy patients were given local treatment twice a week extending over a period of from three to four months. Tampons of boroglyceride, ichthyol or tannic acid were used as the case indicated. Hot saline douches or douches containing borax were used freely. Cases such as dysmenorrhoea, vaginitis and eroded cervix were much benefited by this treatment.

Below is the table of the results of the examinations.

Pelvis examinations . . . . .	215
Received local treatment . . . . .	78
Lacerated perineum . . . . .	42
Abscess vulvo-vaginal gland . . . . .	1
Stenosis vagina . . . . .	1
Vaginitis . . . . .	5
Eroded cervix . . . . .	64
Lacerated cervix . . . . .	42
Uterine polypi . . . . .	2
Uterine tumors (fibroid) . . . . .	2
Abdominal tumor . . . . .	1
Tubo-ovarian disease . . . . .	16
Urethral disease . . . . .	4
Hemorrhoids (internal and external) . . . . .	25
Fistulo-in-ano . . . . .	1
Umbilical hernia . . . . .	1
Floating kidney . . . . .	1
Tumors of breast . . . . .	7

Respectfully submitted,  
 NANCY B. CRAIGHEAD,  
*Medical Interne,*  
 Villa Flora Group.

#### The Medical Librarian's Report.

October 1, 1906.

#### *To the Medical Superintendent:*

The Medical Library of The Craig Colony for Epileptics occupies a room 25 x 32 feet, with a fire-proof vault for records, on the first floor of the Hospital. The Library is becoming more and more an invaluable aid to the work of the increasing medical staff,

which now numbers nine. At present the Library contains 1,145 volumes, thirty new works having recently been added.

Within the past few months all the books in the Library have been classified and rearranged in the following manner: The shelving, enclosed in glass, is divided into sections; the sections lettered and each contains the books relating to that particular branch of medical science to which the section is assigned. Also the particular branch of medicine given to a section is printed on the shelves, so that in conjunction with the special arrangement of the card catalogue, any book can instantly be found by one not familiar with the library. This is accomplished by referring to a letter and number placed on each card of the catalogue, the *letter* referring to the section and the *number* to the shelf of that section. Furthermore, the letter of the section and number of the shelf are inserted in each volume, so that no misplacement may occur when the volume is returned.

In connection with the card catalogue is arranged a complete bibliography of Allbutt's System of Medicine, and also a bibliography of the literature on epilepsy.

#### MEDICAL JOURNALS THE CRAIG COLONY RECEIVES.

The periodicals at present subscribed for by The Craig Colony are as follows:

##### *Weekly.*

The Boston Medical and Surgical Journal.  
The St. Louis Medical Review.  
The New York and Philadelphia Medical Journal.  
The London Lancet.  
The Medical Record.  
The Journal of The American Medical Association.  
Charities and The Commons.  
Neurologisches Centralblatt.

##### *Bi-Weekly.*

Review Neurologique.

##### *Monthly.*

The Therapeutic Gazette.  
The Dietetic and Hygienic Gazette.  
The Kansas City Medical Index Lancet.

The Journal of Nervous and Mental Diseases.

The Annals of Surgery.

The American Journal of Medical Sciences.

Brain: A Journal of Neurology.

The American Journal of Obstetrics.

American Medicine.

The New York State Journal of Medicine.

Making a total of nineteen weekly, semi-weekly and monthly periodicals subscribed for by the Colony.

*Summary.*

Standard medical works on hand October 1, 1906.....	780
Bound periodicals on hand October 1, 1906.....	260
Miscellaneous, including dictionaries, mathematics, natural histories and biographies .....	30
Reports bound .....	46
Reprints on various subjects.....	29
Total .....	1,145

There has recently been added a few missing numbers to the files of periodicals, but some files are still incomplete, and I desire to emphasize the need of securing the missing numbers to complete the sets. Situated as the Colony is, distantly removed from access to any large medical library, there is great need for a thorough equipment of medical literature, classic and current, for reference. More especially is this true of the study of epilepsy of which so much remains unknown.

Respectfully submitted,

B. F. ANDREWS, M. D.,

*Medical Interne and Librarian in  
Charge of the Medical Library.*

**Steward's Report.**

SONYEA, N. Y., October 1, 1906.

*To the Medical Superintendent:*

I respectfully submit the following annual report for the fiscal year ending September 30, 1906, together with an inventory of all the property on the Colony belonging to the State.

I wish to congratulate you and the taxpayers of the State on the reduction of \$6.16 in the per capita for maintenance. The



reduction has been made without lowering the standard of care to patients or neglect of ordinary repairs and equipment.

On September 20th, an expert accountant from the Fiscal Supervisor's office inspected the books and accounts of the Colony, and expressed himself well pleased with the systematic way in which our books and accounts are kept and the neat appearance of the books.

### *The Farm and Garden.*

All farm crops have been good with the exception of hay, which was about three-fourths as large a crop as last year, but of excellent quality. We will not have any hay to sell. The total value of farm and garden products is over \$2,500 more than last year. This is partly due to the season, but largely due to the extra care and cultivation given the crops by the farmer and his assistants.

### *Live Stock.*

We have seventy cows, fifty-six of them are giving milk. Some of them will be fattened for beef the coming year; one bull, eighteen yearlings and twenty calves, twenty-two store hogs, twenty-four breeding hogs, and three hundred pigs less than six months old, and thirty-two horses. Some of the horses are old and have the heaves and will have to be disposed of and young horses purchased before spring work begins.

The season has been a good one for the dairy, pastures were good and we had a splendid crop of alfalfa, the greater part of which was fed to the milch cows green. There was an increase of 44,595 pounds of milk over the amount produced last year. Twelve of the eighteen yearlings will become cows during the next year.

The pigs have done well the past season. We sold one car-load of live hogs besides furnishing all of the pork and hams used on the Colony. We should have a larger range for hogs. By extending the fence around the walnut grove east of the D. & M. tracks five or six acres could be added to the hog range and by building two or three small houses like the one in the east pasture a greater number of hogs could be kept without materially adding to the expense.

On account of our flock of sheep being diseased and the pastures being infected with the germ of the disease, we sold all of the sheep last year. I think another flock could be started sometime *during the next year without much fear of the disease again manifesting itself.*

*Dairy. Facts and Results.*

The number of cows in the dairy October 1, 1905, was sixty-eight. Sixteen cows were purchased during the year, and eleven heifers became milch cows, making a total of ninety-five different cows that were on the farm during the year. Of this number twenty-five were killed, leaving seventy cows on the farm October 1, 1906.

Eight of the ninety-five cows on the farm gave no milk during the year. Forty-four gave milk less than seven months during the year, and forty-three gave milk nearly the whole year. The forty-four cows that gave milk part of the year were milked a total of 8,505 days, which is equal to  $23\frac{1}{4}$  cows during the entire year. The record of the dairy shows that there were

42 cows milked in October, 1905, gave.....	23,812 lbs.
46 " " " November, 1905, " .....	23,402 "
50 " " " December, 1905, " .....	26,353 "
52 " " " January, 1906, " .....	27,982 "
51 " " " February, 1906, " .....	27,743 "
54 " " " March, 1906, " .....	32,959 "
59 " " " April, 1906, " .....	33,662 "
61 " " " May, 1906, " .....	38,448 "
63 " " " June, 1906, " .....	35,271 "
61 " " " July, 1906, " .....	29,971 "
60 " " " August, 1906, " .....	28,579 "
56 " " " September, 1906, " .....	27,512 "
<hr/> 655	<hr/> 355,694 "
<hr/>	<hr/>

This table shows a monthly average of  $54\frac{7}{12}$  cows milked for twelve months from October 1, 1905, to October 1, 1906; that they produced 355,694 pounds of milk or an average of 6,545 pounds per cow.

The cows were all tested during the year with the Babcock test. The average tested in June was 4.50 per cent., butter fat, and in September 5.03 per cent., butter fat. One cow tested several times 6.9 and 6.8 per cent., butter fat. Four cows gave over 7,000 pounds of milk each during the fiscal year. One of these cows gave no milk during October, 1905, but freshened November 20, 1905, and is giving milk at the present time. Two were giving milk October 1, 1905, and are still giving milk. One was giving milk October 1, 1905, and was dried off March 10,

1906, and freshened again April 28, 1906; she will continue to give milk until about March 1, 1907. We mention these cows to show that the only fair way to test a cow is to give her credit for the amount of milk she gives the year following the date on which she freshened and not for the fiscal year, as she may have given milk seven or eight months prior to October 1, 1905, and two or three months after the beginning of the new fiscal year and be dry two or three months before she freshens again. If the entire dairy freshened at the beginning of the fiscal year the amount of milk given by each cow during the year would be a fair test, but there would be several months in the year that the milk supply would not be sufficient for the use of the Colony.

We have some of our cows freshen every month in the year. The real test of the dairy is the actual cost of production and the quality of the milk.

We fed no home product grain or ground feed during the year to our cows but purchased 68,000 pounds of ground feed at the cost of.....	\$720 20
The home product fodder and roots fed as shown by our reports to the department during the year amounted to .....	967 00
Making a total cost of.....	<u>\$1,687 20</u>
The actual cost of ground feed purchased to produce 1 pound of milk was.....	.002 mills
The value of home product for one pound of milk was.....	.0027 "
The total cost of feed for each pound of milk was .....	<u>.0047 "</u>

We think that some of the institutions in the State use a daily ration of about  $7\frac{1}{2}$  pounds ground feed per cow while the daily ration per cow of ground feed at the Colony has been about  $2\frac{1}{2}$  pounds.

There are undoubtedly dairies in the State that have produced a greater number of pounds of milk per cow than ours, but we believe that there are very few that have produced the same amount of milk for *the same cost per pound or quart*. We may

be pardoned for calling particular attention to the high grade of milk produced by the Colony dairy.

### *Dairy Receipts.*

The milk produced was 355,694 pounds (or 177,847 quarts) at 1½ cents per pound (3 cents per quart) .	\$5,335 38
Beef killed, 10,434 pounds.....	635 26
Veal calves killed, 1,136 pounds.....	115 12
Beef and veal hides sold.....	103 66
	<hr/>
	\$6,189 42
	<hr/> <hr/>

### *Cost of Production.*

Grain bought .....	\$805 40
Hay, ensilage, rough fodder and pasture.....	2,374 00
Salary of dairyman.....	540 00
Wages and labor, 1 man.....	300 00
	<hr/>
Total . . . . .	\$4,019 40
Leaving net proceeds to the value of.....	2,170 02
	<hr/>
	\$6,189 42
	<hr/> <hr/>

### *Hogs.*

There has been killed and used for provisions during the year, 19,022 lbs. of pork valued at.....	\$1,530 14
1,682 pounds of lard.....	148 09
13,802 pounds live hogs sold.....	741 85
	<hr/>
	\$2,420 08
The cost of feed purchased was.....	330 60
	<hr/>
Net profit .....	\$2,090 48
	<hr/> <hr/>

### *Brick Yard.*

We commenced making brick May 10th, and made 444,000 during the summer. Eleven kilns have or will be burned this season; only nine kilns were burned last season and eight the year before. The brick machine was run fifty-one days during the summer.

There was an average of twenty patients employed daily in the brickyard. The cost of a thousand brick was \$2.32½.

The log cabin that was erected at the yard last spring and used as a patient's rest and dining-room has not only been satisfactory in being a temporary home for the patients during the day while at work in the brickyard, but has saved enough time so that two extra kilns have been made during the season.

There should be a shed built for the storage of brick so that the brick machine might be run to its full capacity up to the close of the season and then the dry bricks that are stored might be burned during the fall and winter. We have accumulated this season one kiln of brick with a temporary shed over them which will be burned after the yard closes for the season.

The two down draft kilns that we have at the yard are not adequate to handle the output of brick. We need a square down draft kiln 50 ft. long and 15 ft. wide with a capacity of 225,000 brick; this kiln can be built for about \$1,000, provided we furnish the brick and labor. We also need more pellets and one or two more brick racks.

#### *Summary.*

The number of brick made, 446,060, at \$7.50.....	\$3,345 38
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#### *Cost of Production.*

70 tons of coal at \$2.55 a ton.....	\$178 50	
Labor.....	845 00	
		<hr/>
Total.....	\$1,023 50	
Net proceeds of the yard.....	2,321 88	
		<hr/>
		\$3,345 38

#### *Soap Plant.*

After years of effort we have at last procured a suitable place and necessary utensils, kettles and tanks to make chip soap for laundry purposes.

We started the plant in March, 1906, and have made from our home product grease 18,172 pounds of neutral chip soap, and 570 pounds of scouring soap, or sapolio.

By adding to this plant more machinery and apparatus we could manufacture all the hard soap that would be required for use in this institution. We should at least have a crusher and *chipping machine* for the manufacture of chip soap.

The soap manufactured since March has a market value as shown by our home product report and inventory of \$652.29.

*Summary of Industries.*

As shown by our Home Products Report to the Department.

Blacksmith shop — work done by patients with one paid foreman .....	\$1,048 73
Brickyard — work done by patients and two hired employees .....	3,345 28
Broom shop — work done by patient.....	108 33
Carpenter shop — work done by patients with one paid foreman.....	3,600 45
Dressmaking department — work done by patients with one paid seamstress.....	4,121 04
Mason — repair work done by patients with one paid foreman .....	1,338 70
Mattress shop — repair work done by patients with one paid foreman.....	285 00
Paint shop — work done by patients with one paid foreman .....	1,292 15
Printing office — work done by patient.....	482 25
Plumbing shop — repair work done by patients with one paid foreman.....	1,769 75
Shoe shop — cobbling work done by patient.....	158 20
Sloyd school — work done by patients.....	164 05
Tailor shop — work done by patients with one paid foreman .....	2,006 29
Laundry, soap plant — work done by patients with assistance of laundryman.....	567 29
Total .....	<u>\$20,287 66</u>

*Maintenance.*

The daily average number of patients cared for during the year was 1,046.232.

The total cost of maintenance, including home product, was ..... \$191,798 23

The per capita cost was..... \$182 32

The total amount drawn from the General Fund in the State Treasury was ..... 169,819 32

The per capita cost was.....	\$162 31
The total amount of money refunded from all sources was . . . . .	\$21,898 60
The net cost to the State was.....	\$147,920 72

This amount of \$147,920.72 is the amount actually drawn from the State Treasury and used for maintenance after refunds had been made.

The net per capita cost of maintenance was \$141.38.

*The Per Capita Cost of Divisions of Maintenance Without Home Product, But Including Actual Cash Expenditures as Shown by Paid Vouchers.*

Estimate No.

1 and 2. Wages and labor.....	\$65.622
3. Expenses of managers and officers.....	1.078
4. Provisions . . . . .	40.463
5. Household stores . . . . .	7.784
6. Clothing . . . . .	10.676
7. Fuel and light.....	21.595
8. Hospital and medical supplies.....	2.808
9. Shop, farm and garden.....	6.773
10. Ordinary repairs . . . . .	1.232
11. Transportation of inmates.....	.052
12. Miscellaneous . . . . .	4.225
Total average gross per capita cost...	\$162 31
Total average net per capita cost....	141 38

*Miscellaneous Sales.*

Blacksmith, miscellaneous work.....	\$18 80
Board of employee.....	30 00
Brick, 495,000 . . . . .	3,632 50
Buck, 1 . . . . .	6 50
Carboys, barrels, etc.....	23 70
Corn, canned, 56 dozen.....	44 00
Corn, seed, 12 bushels.....	11 00
Cows, killed and paid for by the State Agricultural Department . . . . .	107 40
Hay, 85 tons, 1,665 pounds.....	747 95

## STATE BOARD OF CHARITIES.

271

Hogs, live, 13,802 pounds.....	\$741 85
Hotel rent, three months.....	30 00
Loading hay.....	10 50
Peas, canned, 104 dozen.....	109 40
Pelts, hides, etc.....	189 16
Potatoes, 808 bushels.....	574 75
Rags, scrap iron, etc.....	95 01
Repairs to highway.....	6 00
Refund, Sibley, Lindsey & Curr.....	1 50
Sheep, 127.....	635 00
Tomatoes, 7 bushels.....	3 00
Total.....	<u>\$7,018 02</u>

## PRODUCTS OF FARM, GARDEN AND DAIRY.

*Credit.*

Apples, 225 bushels (estimated).....	\$343 75
Apples, 159 bushels.....	71 60
Asparagus, 505 bundles.....	35 75
Beans, 300 bushels (estimated).....	525 00
Beans, lima, 51 bushels.....	51 00
Beans, string, 126 bushels.....	75 60
Beef, 10,434 pounds.....	635 26
Beet greens, 115 bushels.....	22 75
Beets, 403 bushels (estimated).....	198 10
Cabbage, 182 heads.....	5 39
Cabbage, 7½ tons (estimated).....	45 00
Carrots, 503 bushels (estimated).....	251 50
Cauliflower, 126 heads.....	20 28
Celery, 20 bundles.....	1 00
Celery, 100 dozen bundles (estimated).....	45 00
Chicken, 99 pounds.....	14 85
Corn, green, 1,070 dozen.....	107 00
Corn, 1,600 bushels.....	880 00
Corn, canned, 1,025 dozen.....	615 00
Corn stalks, 90 tons (estimated).....	225 00
Cucumbers, 134 dozen.....	23 10
Cucumbers, 31 bushels.....	7 05
Eggs, 3 dozen.....	65
Ensilage, 300 tons (estimated).....	900 00
Hay, 300 tons.....	3,000 00



Lamb, 1,267 pounds . . . . .	\$139 94
Lard, 1,682 pounds . . . . .	148 09
Lettuce, 6,560 bundles . . . . .	276 00
Lumber, 36,472 feet . . . . .	1,093 16
Milk, 355,694 pounds . . . . .	5,335 38
Muskmelons, 74 dozen . . . . .	75 50
Mutton, 660 pounds . . . . .	66 00
Oats, 2,500 bushels (estimated) . . . . .	1,000 00
Onions, 4,583 bunches . . . . .	184 15
Onions, 180 bushels (estimated) . . . . .	108 00
Parsley, 82 bunches . . . . .	2 46
Parsnips, 500 bushels (estimated) . . . . .	150 00
Pears, 5 bushels . . . . .	3 00
Peas, green, 76 bushels . . . . .	57 00
Peas, canned, 394 dozen . . . . .	417 60
Peppers, 6 dozen . . . . .	1 20
Poles, telephone, 70 . . . . .	175 00
Pork, 20,069 pounds . . . . .	1,618 94
Posts, fence, 850 . . . . .	127 50
Potatoes, 7,000 bushels (estimated) . . . . .	3,500 00
Potatoes, early, 772 bushels . . . . .	578 50
Pumpkins, 200 . . . . .	10 00
Radishes, 5,393 bunches . . . . .	265 60
Raspberries, black, 283 quarts . . . . .	22 64
Raspberries, red, 470 quarts . . . . .	47 00
Rhubarb, 1,875 bunches . . . . .	79 95
Salsify, 150 bushels (estimated) . . . . .	60 00
Spinach, 140 bushels . . . . .	21 00
Straw, 100 tons (estimated) . . . . .	500 00
Strawberries, 516 quarts . . . . .	61 92
Squash, 447 dozen . . . . .	56 34
Squash, Hubbard, 6½ tons (estimated) . . . . .	120 00
Tomatoes, 292 bushels . . . . .	105 70
Tomatoes, canned, 54½ dozen . . . . .	42 51
Turnips, 72 bushels . . . . .	50 20
Turnips, 550 bushels (estimated) . . . . .	220 00
Veal, 1,136 pounds . . . . .	115 12
Wheat, 1,300 bushels (estimated) . . . . .	1,040 00
Miscellaneous sales . . . . .	7,018 02

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**Total . . . . .** **\$32,993 05**

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*Debit.*

Bran, 58 tons .....	\$1,225 40
Corn fodder, 75 tons.....	147 50
Corn feed, 1,294 bushels.....	778 00
Corn meal, 12 tons.....	294 60
Corn seed, 20 bushels .....	12 00
Ensilage, 155 tons.....	387 50
Farm and garden implements.....	261 77
Fertilizer, 18 tons .....	378 00
Grinding corn .....	11 52
Hay, 208 tons .....	1,958 00
Middlings, 25,200 pounds.....	281 38
Miscellaneous farm and garden seed.....	268 32
Oats, 1,746 bushels.....	691 16
Oats, seed, 180 bushels.....	72 00
Oil meal, 2,200 pounds.....	37 10
Paris green, etc.....	61 60
Potatoes, seed, 710 bushels.....	532 50
Potatoes, small, for feed, 183 bushels.....	39 50
Repairs to tools and harness.....	115 78
Salt, 25 barrels.....	28 75
Sawing lumber .....	121 65
Straw, 82½ tons.....	412 50
Threshing .....	87 28
Veterinary services and medicines.....	13 96
Wages .....	6,140 39
Wheat, seed, 134 bushels.....	108 70
Total .....	<u><u>\$14,466 86</u></u>

*Recapitulation.*

Value of products raised and miscellaneous sales..	\$32,993 05
Cost of production .....	14,466 86
	<u><u>\$18,526 19</u></u>
Increase over last year.....	<u><u>\$2,972 90</u></u>

*Summary of Gross Earnings of the Colony.*

Total value of products raised on the farm, in the garden, and in the dairy.....	\$32,993 05
Value of brick made.....	3,345 38
Value of soap made.....	652 29
Other industries, shops, etc.....	16,235 37
	<hr/>
	\$53,226 09
	<hr/>
Reimbursement from counties for clothing furnished patients.....	\$10,472 94
Money received from individuals for care and treatment of patients.....	4,407 64
	<hr/>
	\$68,106 67
	<hr/>

*Inventory.*

The annual inventory made September 30, 1906, shows the value of personal estate to be.....	\$114,975 67
Real estate.....	738,764 03
	<hr/>
Total value of real and personal property September 30, 1906.....	\$853,739 70
Total value of real and personal property September 30, 1905.....	844,777 07
	<hr/>
Increase in value of real and personal property during the year.....	\$8,962 63
	<hr/>

All of which is respectfully submitted,

TRUMAN L. STONE,  
Steward.

**Matron's Report.**

SONYEA HALL, SONYEA, N. Y., *October 1, 1906.*

To Dr. WM. P. SPRATLING, *Medical Superintendent:*

It is with pleasure I submit the Matron's Report for the year ending September 30, 1906.

As I entered upon my duties September 1, 1906, it will be impossible for me to give the work in detail for the year carried

on by my predecessor. I can only briefly give certain matter and explain the supervision given by the Matron in her very responsible work at the Colony.

### *Supervision of Buildings.*

The number of buildings occupied by patients is twenty-nine, with two more cottages under construction for men on the Village Green, and three more for women in the Villa Flora Group, making thirty-four in all. The six new buildings will probably be ready for use in the spring of 1907. They will accommodate 200 additional patients, making 1,250 in all. The Villa Flora, in Women's Group, Sonyea Hall, the Executive Building occupied by officers, the Kindergarten, the Elms, the House of the Elders, the old store and new store, all of which are occupied by assistants and employees, make a total of more than forty buildings at present under the supervision of the Matron. All these buildings are visited several times a week; they are thoroughly inspected as regard to cleanliness, condition of beds and bed making; while articles of wearing apparel and household goods that are worn out are condemned. All supplies must be estimated for six weeks in advance.

### *Sewing-Rooms.*

There are three sewing-rooms in Aster Cottage in the Women's Group. All are supervised by a very capable and painstaking seamstress, who has, through her thoroughness and watchfulness, trained many epileptic women to work in the sewing-rooms. We would be glad to see her given an assistant, as the schedule provides, as soon as one can be procured. The small pay allowed the seamstress has made it impossible to fill the position. The great demand for clothing, and the continued increase in population, imposes no inconsiderable burden on the sewing-rooms, both in new and repair work.

### *Articles Mended.*

On account of the *great destructiveness of clothing* by epileptics, especially by the 350 low grade cases confined in the infirmaries — all of whom are wholly irresponsible and constantly unclean several times a day — we are obliged to have in Saxifrage Cottage in the Women's Group, under the instruction of a nurse, a room for mending. Blankets must be frequently rehemmed. Patients who constantly soil their bedding make the washing of blankets frequent and necessary.

*List of all Articles Mended.*

Aprons . . . . .	374
Dresses . . . . .	533
Bed spreads . . . . .	113
Drawers (pairs) . . . . .	526
Night dresses . . . . .	495
Skirts . . . . .	373
Waists . . . . .	205
Underskirts . . . . .	295
Under vests . . . . .	455
Stockings (pairs) . . . . .	1,098
Table cloths . . . . .	125
Blankets . . . . .	160
Bandages, made . . . . .	1,167
Pillow cases . . . . .	178
Men's aprons . . . . .	112
Men's socks (pairs) . . . . .	1,481
Men's shirts . . . . .	94
Men's night shirts . . . . .	86
	<hr/>
	7,870
	<hr/>

*Mattresses Mended and Renovated.*

There have been twenty-six new mattresses made during the year, while 444 have been repaired and renovated within the same time; the ticks and hair being washed, and when necessary, the hair sterilized by steam. Five or six male patients are constantly engaged in picking by hand old hair for the renovated mattresses. We are allowed to renovate fifty mattresses a month and we are able to keep up the cleanliness of the beds and the appearance of the buildings from a domestic point of view to a considerable extent, although in many cases of seizures, patients are liable to throw themselves on the bed; in such instances it is not an easy matter to keep the house in an orderly condition.

*Cooks and Cookery.*

There are twenty-nine kitchens, thirty-four cooks and assistant cooks, and three waitresses employed at the Colony. In the male division, seven cottages are cared for by man and wife, the wife

being the cook and the husband the nurse. The frequent changing of cooks has been a difficult problem for the matron. With the small salary allowed, and with isolation from the outside world, one is obliged in many instances to take inexperienced cooks, many of whom have little or no idea how to preserve food on a large scale, or how to prepare it properly *for a people for whom good cooking is as valuable as proper drugs*. I would advocate that the people at the Colony receive the same pay that cooks in other institutions get. It would encourage them to produce a higher grade of work.

### *Instruction in Cookery.*

As soon as possible, classes in cookery on a scientific basis will be formed, instruction being given by the matron. The work cannot be wholly satisfactory until the Service Building in the Women's Group is completed. In this connection, we cannot refrain from giving the definition of cookery by Ruskin.

“Cookery means the knowledge of Medea and Circe, and of Helen and the Queen of Sheba. It means the knowledge of all herbs and fruits, and balms and spices, and all that is healing and sweet in the fields and groves, and savory in meats.

“It means carefulness, and inventiveness and willingness and readiness of appliances. It means the economy of your Grandmother and the science of the modern chemist. It means much testing and no wasting. It means English thoroughness, and French art, and Arabian hospitality, and in fine it means that you are to be perfectly and always ladies — loaf givers.”

### *Food and Diets.*

“Food is the only source of human power on which to work or to think.” Great stress of eminent physicians has been laid on the importance of diet from infancy to old age. The classification, composition, nutritive value and digestibility of foods has been carefully considered with the constant purpose of being a help to physicians and trained nurses who arrange dietaries. At the Colony the importance of the diet coincides with the unfortunate in State hospitals. The health of the individual must suffer if the elements found in the body are not supplied by the oxidation and utilization of the food stuffs. It is necessary that many meals

should not include more carbohydrates than another, but with the amount of vegetables produced at The Craig Colony annually, it is not difficult to have a well-balanced variety. Proteids being a more expensive food stuff, we often find in State institutions an insufficient quantity in the dietary. We are blessed at The Craig Colony by having milk in plenty for patients; therefore with the large supply of starch found in vegetables we are given enough animal proteids in meat, fish, eggs and cheese to counterbalance the continuous cry of one kind of food.

#### *Carbohydrates.*

If in excess causes indigestion, every physician in the outside world knows well it causes obesity of the patient, which is simply flabbiness of flesh. The evil of it is idleness, a trouble many are called upon to solve; it is more, it is a positive menace to health.

#### *Suitable Industries.*

The day is not far distant when we hope to have sufficient material and facilities to organize classes in some hand industries, to educate the fingers, such as braiding and making palmetto hats for the patients, Indian basketry, weaving rugs to utilize all scraps from the sewing-room in this way. Such work will at least help many people, now idle, to concentrate their minds on a useful object, and from such work the epileptic may derive great benefit.

Respectfully submitted,

MARY C. VAN DUZER,

*Matron.*

#### **Report of the Resident Catholic Chaplain.**

THE RECTORY, SONYEA, N. Y., *October 1, 1906.*

To Dr. WM. P. SPRATLING, *Medical Superintendent:*

Herewith I submit my Third Annual Report as Resident Catholic Chaplain of Craig Colony.

At the present date we have 403 Catholic patients. During the year 72 Catholic patients were admitted and 18 have died. The remains of 7 were buried in the Colony cemetery, the priest officiating and conducting the regular burial service at the church and grave.

The care of the sick has been the object of special solicitude. With the exception of two who died suddenly, each of the departed was attended according to his spiritual needs.

No changes have been made in our public services on Sundays. The attendance, as in the past, is all that can be desired. Many appreciate the advantage enjoyed by being permitted to attend religious worship, where occasional seizures to which they are subject do not upset the whole assembly, where sentiment does not designate them as people to be avoided and to be excluded from public gatherings in the future.

On July 25, the Right Reverend Bishop McQuaid, of the diocese of Rochester, administered the sacrament of confirmation to nineteen patients in the Chapel of the Divine Compassion. Fortunately none of those confirmed had a seizure during the service. On that occasion his Lordship spoke, in his own inimitable way, words of encouragement to these afflicted children of the fold. It was a day long to be remembered by all who participated in the solemn ceremony. With few exceptions, the recipients were illiterate subjects, ranging in age from 11 to 20 years. Most of them came to the Colony within the last two years. Few can realize the patience and perseverance required to instill into their minds the essentials of faith and morality. Were their mental condition normal, even then it would demand great and continued effort, but with these whose mental faculties—especially the memory—have been weakened by disease, it is a stupendous task.

Occasionally we receive letters from relatives telling us that patients have written home stating that they are ill-treated here. These relatives seem to forget that letters of this nature are mostly written during a period of mental disturbance subsequent to an epileptic attack. It is difficult to impress upon the minds of some the fact that an epileptic is not always morally responsible. For the same reason the statements of the best and most intelligent patients are not always to be relied upon.

Frequent visits to the patients in their cottages and at their places of employment afford ample opportunity to know their wants, to elevate the downcast in spirit, to teach them to forget their imaginary wants, and to be more contented with community life. Were it not for their religion, many would be given to despair; their greatest hope is the hope of a better life.

The well-filled chapel on Sundays makes it more evident that its seating capacity will soon have to be enlarged. This the Right



Reverend Bishop McQuaid has willingly consented to do as soon as it will be deemed necessary. When the new cottages now under construction are occupied, we shall be compelled to have a double service each Sunday morning to accommodate all. Without much inconvenience to the patients and without interference with the established order, we can easily arrange to have one service for the men and another for the women.

With sentiments of gratitude we acknowledge many favors and courtesies from both officers and employees.

Respectfully submitted,

HUGH A. CROWLEY,  
*Resident Catholic Chaplain.*

### Report of the Resident Protestant Chaplain.

SONYEA, N. Y., October 1, 1906.

To WM. P. SPRATLING, *Medical Superintendent:*

I beg to submit my first annual report for the year ending September 30, 1906, as Protestant Chaplain.

Having been here but two months, it is impossible for me to give an accurate record of the work for the year, therefore, I will limit my report to the work done since I came.

Two services are held each Sunday at 10:30 a. m. and 7 p. m. Sunday School is conducted at the close of the morning service. The average attendance at the Sunday School is 175. We hold a midweek prayer meeting on Wednesday evening at 7. All the meetings are well attended; in fact, The House of the Elders, which serves as our chapel, is not always large enough to accommodate the audience. Especially is this true on Sunday evenings when quite a large number are obliged to stand, and at times there have been as many as twenty, who were turned away on account of lack of room.

### *A New Chapel a Great Necessity.*

What we need is a Protestant Chapel that will accommodate 800 to 1,000, for the Colony is rapidly growing in population. The House of the Elders is not a suitable place to hold religious services. An auditorium that is used for entertainments, plays and dancing is not a fit place to congregate to worship God. A chapel which shall be wholly given up to religious services is a

necessity. The patients feel the need keenly, and frequently allude to the impropriety of a place of amusement being used as a church. It seems unnecessary to mention their rights in the matter. They are indeed in a sore plight, their condition is extremely pitiful, they suffer in their own way intensely, and it seems to me only right that every reasonable thing should be done for their comfort. They are, as a class, very religious, and religious instruction is a source of much help and peace to them. Twenty thousand dollars would build such a chapel as the Colony needs, and money so spent would be a good investment for the State, and would add greatly to the moral welfare of the Colony.

The work of the chaplain is not confined merely to the services held on Sundays and Wednesdays. Much time is devoted to the study of the spiritual needs of the colonists. Frequent visits are made to the several cottages. Especial care is given to the sick. Wednesday and Friday afternoons are given to the patients so that any who may desire may consult the chaplain. Many have availed themselves of this opportunity and much good has been done in this way. During the past two months forty Bibles, as well as other religious literature, have been distributed.

Many thanks are due the Superintendent and teachers of the Sunday School, the pianist, the choir and janitor, and the ushers for their efficient service and hearty co-operation in making our Chapel exercises a success. To all others who have aided me in my work I am sincerely thankful.

Very respectfully submitted,

J. D. MACNAIR,

*Resident Protestant Chaplain.*

#### Donations.

The houses for the colonists are poorly furnished as *homes*. The State provides the actual necessities only; beds, bedding, chairs, tables, kitchen and dining-room utensils and crockery. Many of the colonists are here for life. A bit of color, a little comfort, is needed in every home, in every room, by every colonist. We need rugs, bric-a-brac, pictures, books and easy chairs — things the State does not buy.

We thank friends of the Colony for the following gifts received during the year:

Mr. Chas. Adrian .....	\$75 00
Mr. Wm. H. Lorch.....	5 00
Olive B. Jackson.....	25 00
Mrs. Robert Ross.....	5 00
Mrs. Leo Frohe.....	15 00
Mr. John Rappuzzee .....	10 00
Mrs. Brosman .....	2 00
Miss Frances Vernet.....	5 00
Mrs. Barbrey Hauser.....	10 00
Mr. James Lynch.....	5 00
Mr. C. C. Valentine.....	50 00
Mr. William Sherwood.....	10 00
Mr. A. L. Witherspoon.....	1 00
" W " .....	15 00
Mr. Chas. Adrian.....	75 00
Rev. G. F. Humphries.....	1 00
Mr. Charles Buehl.....	10 00
Jean Weil .....	10 00
Mrs. Ellen Longbine.....	8 00

Mrs. J. A. Walter, magazines and games.

K. Zanger, magazines.

Mrs. Ira Patchin, reading matter.

Cathedral Guild of Garden City, box of books and pictures.

Mrs. Mary A. Overpeck, reading matter.

Mrs. Geo. A. Bragdon, reading matter.

Dr. W. S. Keegan, books.

Mrs. M. E. Brion, magazines.

Mount Morris W. C. T. U., magazines.

Mrs. Frances Bennett Calloway Estate, pictures.

Chas. F. Swan, magazines.

Dr. W. C. Warsaw, book.

Dr. Pearce Bailey, 10 unframed pictures.

We are greatly indebted to Mr. R. Bell, Superintendent of the Pennsylvania Railroad Company, for a coach for the free transportation of sixty patients to Portage Falls on a picnic during the summer.

## STATE BOARD OF CHARITIES.

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YEARS.	Number of patients Jan. 1.	New patients.	Total.	Cured.	Per cent.	Re-terred.	Per cent.	Not cured.	Per cent.	Deaths.	Per cent.	Total.	Number of patients on Dec. 31.
1867.	10	10	10	2	8.	.....	.....	.....	.....	1	4.	.....	10
1868.	15	15	25	.....	.....	.....	.....	.....	.....	.....	.....	.....	21
1869.	23	11	32	.....	.....	.....	.....	.....	.....	.....	.....	.....	23
1870.	21	7	30	.....	.....	.....	.....	.....	.....	.....	.....	.....	25
1871.	25	8	33	.....	.....	.....	.....	.....	.....	.....	.....	.....	25
1872.	25	10	35	3	9.10	.....	.....	.....	.....	.....	.....	.....	29
1873.	29	51	80	.....	.....	.....	.....	.....	.....	.....	.....	.....	72
1874.	72	71	143	.....	.....	.....	.....	.....	.....	.....	.....	.....	114
1875.	114	70	184	1	1.25	.....	.....	.....	.....	.....	.....	.....	143
1876.	143	79	222	10	4.50	.....	.....	.....	.....	.....	.....	.....	157
1877.	157	91	248	10	5.43	.....	.....	.....	.....	.....	.....	.....	192
1878.	192	111	303	5	2.01	.....	.....	.....	.....	.....	.....	.....	251
1879.	251	132	383	10	2.61	.....	.....	.....	.....	.....	.....	.....	316
1880.	316	137	453	7	1.55	.....	.....	.....	.....	.....	.....	.....	394
1881.	394	180	574	9	1.57	.....	.....	.....	.....	.....	.....	.....	493
1882.	493	201	694	20	2.88	.....	.....	.....	.....	.....	.....	.....	584
1883.	584	238	822	14	1.70	.....	.....	.....	.....	.....	.....	.....	676
1884.	676	260	936	18	1.92	.....	.....	.....	.....	.....	.....	.....	749
1885.	749	239	988	19	1.92	.....	.....	.....	.....	.....	.....	.....	779
1886.	779	252	1,031	11	1.07	.....	.....	.....	.....	.....	.....	.....	865
1887.	865	235	1,100	12	1.08	.....	.....	.....	.....	.....	.....	.....	915
1888.	915	243	1,158	26	2.24	.....	.....	.....	.....	.....	.....	.....	989
1889.	989	250	1,239	21	1.70	.....	.....	.....	.....	.....	.....	.....	1,052
1890.	1,052	229	1,281	16	1.25	.....	.....	.....	.....	.....	.....	.....	1,073
1891.	1,073	317	1,390	15	1.08	.....	.....	.....	.....	.....	.....	.....	1,176
1892.	1,176	282	1,458	25	1.71	.....	.....	.....	.....	.....	.....	.....	1,265
1893.	1,265	274	1,539	34	2.21	.....	.....	.....	.....	.....	.....	.....	1,318
1894.	1,318	305	1,623	31	1.90	.....	.....	.....	.....	.....	.....	.....	1,394
1895.	1,394	239	1,633	31	1.92	.....	.....	.....	.....	.....	.....	.....	1,382
1896.	1,382	233	1,615	23	1.42	.....	.....	.....	.....	.....	.....	.....	1,442
1897.	1,442	250	1,692	16	0.95	.....	.....	.....	.....	.....	.....	.....	1,492
1898.	1,492	263	1,755	16	0.91	.....	.....	.....	.....	.....	.....	.....	1,558
1899.	1,558	295	1,853	31	1.67	.....	.....	.....	.....	.....	.....	.....	1,625
1900.	1,625	283	1,908	25	1.31	.....	.....	.....	.....	.....	.....	.....	1,713
1901.	1,713	262	1,975	19	0.96	.....	.....	.....	.....	.....	.....	.....	1,771
1902.	1,771	259	2,030	47	2.31	.....	.....	.....	.....	.....	.....	.....	1,788
1903.	1,788	285	2,073	61	2.94	.....	.....	.....	.....	.....	.....	.....	1,838
1904.	1,838	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.	.....	6,677	.....	587	2.06	1,311	4.26	1,388	4.32	1,553	4.54	4,839	.....

The table above shows the number of patients in the Bielefeld Colony each year since 1867 to and including 1904; the total number of cures; the number improved, the number of deaths, and number remaining. NOTE—587 cures.

TABLE SHOWING ADMISSIONS, DISCHARGES AND NUMBER OF PATIENTS REMAINING AT THE COLONY BY COUNTIES TO OCTOBER 1, 1906.

TABLE

COUNTIES.	Patients in Colony Oct. 1, 1905.	Number admitted during year 1905-1906.	Number discharged during year 1905-1906.	Number remaining Sept. 30, 1906.
Albany.....	23	3	5	21
Allegany.....	16	2	3	15
Broome.....	7	1	.....	8
Cattaraugus.....	9	1	3	7
Cayuga.....	15	.....	3	12
Chautauqua.....	7	.....	2	5
Chemung.....	10	1	2	9
Chenango.....	2	.....	.....	2
Clinton.....	3	3	.....	6
Columbia.....	7	.....	1	6
Cortland.....	6	1	3	4
Delaware.....	2	2	1	3
Dutchess.....	11	1	2	10
Erie.....	70	13	20	63
Essex.....	3	1	.....	4
Franklin.....	9	.....	1	8
Fulton.....	7	1	1	7
Genesee.....	8	.....	1	7
Greene.....	.....	1	.....	1
Hamilton.....	.....	.....	.....	.....
Herkimer.....	3	.....	.....	3
Jefferson.....	7	2	4	5
Kings.....	129	36	26	139
Lewis.....	3	1	1	3
Livingston.....	6	1	1	6
Madison.....	3	.....	.....	3
Monroe.....	56	1	8	49
Montgomery.....	7	1	.....	8
Nassau.....	5	1	1	5
New York.....	336	56	55	337
Niagara.....	14	.....	1	13
Oneida.....	18	1	3	16
Onondaga.....	20	10	4	26
Ontario.....	13	1	1	11
Orange.....	6	1	2	6
Orleans.....	8	1	3	7
Oswego.....	17	1	.....	15
Otsego.....	5	1	.....	6
Putnam.....	1	.....	.....	1
Queens.....	12	8	3	17
Rensselaer.....	13	.....	.....	13
Richmond.....	7	12	.....	19
Rockland.....	5	1	1	5
St. Lawrence.....	16	2	2	16
Saratoga.....	10	4	5	9
Schenectady.....	3	2	1	4
Schoharie.....	4	1	1	4
Schuyler.....	1	.....	.....	1
Seneca.....	3	.....	.....	3

TABLE — (Continued).

COUNTIES.	Patients in Colony Oct. 1, 1905.	Number admitted during year 1905-1906.	Number discharged during year 1905-1906.	Number remaining Sept. 30, 1906.
Steuben.....	13	6	2	17
Suffolk.....	12	1	1	12
Sullivan.....	4	1	.....	5
Tioga.....	8	.....	1	7
Tompkins.....	5	1	2	4
Ulster.....	6	1	2	5
Warren.....	6	.....	1	5
Washington.....	4	.....	.....	4
Wayne.....	5	1	1	5
Westchester.....	28	6	3	31
Wyoming.....	6	.....	2	4
Yates.....	7	1	2	6
State at Large.....	.....	.....	.....	.....
Totals.....	1,050	194	191	1,053

## Changes in the Staff During the Year.

Dr. J. F. Munson, graduate of the University of Ann Arbor, in both the academic and medical departments, and who acted for two years as assistant to Dr. Victor C. Vaughan, of Ann Arbor, was appointed Pathologist on June 1, 1906. Dr. Munson succeeded Dr. B. Onuf, who resigned on October 30, 1905. Dr. Munson has shown commendable zeal and enthusiasm and a right grasp of the problems of his difficult work at the Colony.

Miss Gertrude A. Squires was appointed Matron on February 15, 1906, when Miss Mary A. Laughlin resigned. Miss Squires retained the position until July 15, 1906.

Miss Mary C. Van Duzer, dietitian and cooking expert, was appointed Matron September 1, 1906. Miss Van Duzer promises to place the Matron's work on a high plane at the Colony.

Dr. N. B. Ross, Medical Interne, who had a difficult service in the West Group that he conducted with much credit and satisfaction to the Colony, resigned to enter private practice August 1, 1906.

Rev. J. Duncan MacNair, was appointed Resident Protestant Chaplain, August 1, 1906. Mr. MacNair brings a sympathetic heart and a willing hand into his work at the Colony.

Dr. William N. Trader and Dr. B. F. Andrews were appointed Medical Internes on the respective dates of May 1 and August

1, 1906. Both were graduates of good schools and both have done excellent work so far at the Colony.

### **To See the Colony.**

Many Commissioners from other States and many visitors from abroad came to Sonyea during the year, to see and study the Colony system. Members of the State Board of Charities, the State Architect and the Fiscal Supervisor made their usual yearly visits.

### **In Conclusion.**

My very cordial thanks are due the people at the Colony who worked with me during the year for the best interests of the institution. For the kindly consideration I have received at your hands at all times during the year, I am deeply grateful.

Respectfully submitted,

**WILLIAM P. SPRATLING,**

*Medical Superintendent.*

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**REPORT**  
**OF THE**  
**COMMITTEE ON THE BLIND.**

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## REPORT OF THE COMMITTEE ON THE BLIND.

*To the State Board of Charities:*

Your Committee on the Blind submits the following report for the year 1906 on the status of the two schools for the blind.

The committee notes with satisfaction that within the past five years the population of the blind schools have shown gradual decrease, which it believes in a measure indicates that the ratio to the general population of seeing persons is also materially reduced. A contributing cause, more significant than any other, to this desirable result, it believes is to be credited to the improved conditions surrounding the infant and child life of our great cities, and in fact in all centres of population within the State; brought about by the laws and ordinances which enforce those sound rules of sanitation and hygiene most essential to the prevention of blindness among children.

It nevertheless also realizes that there are many young blind children in the State who are not attending school and never have attended a school who are, through the timidity of parents, or wrong ideas of the child's welfare shielding their offspring at home for fear of the dangers of the street.

The committee feels more than ever convinced of the wisdom of extending to this class of defective the provisions of the compulsory school attendance law now applicable only to normal children.

The gradual broadening of the scholastic work and its approach more and more to the fuller and more advanced courses prescribed for normal children is a further indication of the progressive status of the schools for the blind in this State, for which credit in large measure is due to the unanimity of purpose of the several educators who have made this department of effort their special study.

Industrial or general trade training distinctively as such and as a necessary equipment for successful self-support after graduation is no longer given the chief place in the curriculum of our schools.

It is realized that a greater usefulness awaits the pupil in his proper mental development, such as a thorough scholastic course contemplates, where the training of the mind in the power to

express original thought and the development of linguistic perfection are factors leading to avenues of profit far more diversified and hopeful than could be supplied by any limited trade qualification.

In both the schools at Batavia and in New York City we find a continuance of careful and efficient work. Advanced manual training classes have been enlarged and made adjustable to the educational courses.

At the New York Institution for the Blind we find the classes in English and mathematics strongly organized. The German, French, and Latin classes were continued through the year without interruption. Music in both schools holds its place as a chief subject.

At the State school at Batavia, gymnastics and outdoor exercises are receiving special encouragement. The pupils here show the good results of such training in their unhesitating carriage and the general freedom and confidence displayed in walking about the grounds and on the public highway.

In general we find conditions in both schools passing a very satisfactory inspection.

We regret, however, to note that unavoidable delays have prevented the New York City institution from announcing its preliminary plans for removal to a suburban site away from the crowded district it so long has made its home. As work advances in the development of the great railroad terminal close to its doors new difficulties and annoyances are presented which make it all the more desirable that a more suitable location be found.

Respectfully submitted,

WILLIAM H. GRATWICK,

*Chairman.*

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**REPORT**  
**OF THE**  
**COMMITTEE ON THE DEAF.**

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## REPORT OF THE COMMITTEE ON THE DEAF.

*To the State Board of Charities:*

The Committee on the Deaf presents the following report on the schools for this class of pupils for the year 1906.

A census taken near the close of the year of the attendance and available bed capacity in each institution furnishes the following data:

Normal bed capacity for girls.....	829
Normal bed capacity for boys.....	982
	<hr/>
Making the total capacity in the ten schools.....	1,811
	<hr/> <hr/>
The total census was shown to be:	
Girls.....	748
Boys.....	903
	<hr/>
Making a total of.....	1,651
	<hr/> <hr/>

This is but thirteen less than for the year 1905 and indicates that little change has been made; these thirteen, in all probability, were temporary absentees.

Geographically the schools are placed convenient of access to the centers in the State of the greatest population. Five are in the eastern section, two are in the western section, the remaining three cover the central ground between Albany, Rome and Malone.

The proportions of attendance are found about equal to last year's calculations, *i. e.*, 65 per cent. for the east and 21 per cent. in the west.

As a general statement it may be said that in all the schools the physical improvements have kept pace with the normal needs of Rome school, where administrative difficulties added to its already heavy burden of education is now more hopeful, as recent educational work on a stronger basis of nature may in some measure relieve

the money obligations of long standing account which by reason of their accumulating interest charges affect unduly the per capita allowances for current work.

The health of the pupils in all the schools has been good. The food and clothing supplied has been examined into and found of a good quality and reasonable.

With each year's visitation the conviction grows that a separate school organization is necessary for the proper care and development of that class of deaf children closely bordering on the feeble-minded state. It is noted that in each of the ten schools a certain percentage is to be found of this type of subnormal, of whose presence, in the general, school educators speak as an impediment to normal school progress. The matter has been given considerable thought and study. Many are favorably inclined to the formation of a separate school centrally located to which commitments could be made and where, under a special course of training, more specialized and individual work could be done.

The committee can but feel, as a result of its visitations and study of the situation, that all that is due is not being done for this class of defectives until some compulsory attendance measures are given the sanction of law which will make it possible to reach all neglected deaf children of school age and compel their proper education. It hopes for the early enactment of such a law.

Individual reports of the several schools are attached herewith.

#### **St. Joseph's Institute for the Improved Instruction of Deaf Mutes.**

Capacity — girls, 236; boys, 236.

Census — girls, 201; boys, 219.

This school observes a very strict separation of the sexes. Its work is divided among three branches, viz.: A male department at Throggs Neck, New York City; a general female department at Westchester, and an auxiliary female work in Brooklyn.

The chief improvements of the present year have been, a unification of the course of study under the direction of the supervising teacher, and in the male department an extension of the military features. Two divisions of cadets have been formed with a total membership of 120.

The school work is progressive. In its general plan of grading it conforms in a modified form to the system of the New York City schools.

The industrial training for both sexes is sensibly ordered and

it designs to give to each beneficiary some practical instruction in the course assigned. Printing and tailoring for the boys have been found the most profitable for the student. The girls receive a complete course in dressmaking and in cooking.

The plants are kept in excellent repair and the equipment generally is of a kind reflecting creditably upon the management.

### **The New York Institution for the Instruction of the Deaf and Dumb.**

Fort Washington Avenue, New York City.

Capacity — boys, 293; girls, 192.

Census — boys, 268; girls, 172.

During the year two modern buildings have been erected and furnished for occupancy — the hospital and the isolation building. Both are of the latest approved fire-proof construction and are equipped with apparatus of the highest standard.

This school in its appointments is undoubtedly one of the best in the country. It has recently erected a new design of spiral chute fire escape, one on the girls' side of the house and one from the boys' department, which makes it possible for the little folks sleeping on the top floor (fifth) to be safely brought to the ground outdoors in nine seconds time.

The school continues to maintain its foremost position in military work; the excellence of its individual training in this respect is worthy of special comment.

In the educational departments the committee finds a well defined course of study. During the year further additions have been made to the supply of special text-books with a view of facilitating conformity to the higher requirements of the Regents.

Along industrial lines strong work is being done. The carpentry and cabinet workers, printers and sign painters show a progress which is very encouraging.

### **The Institution for the Improved Instruction of Deaf Mutes, New York City.**

Capacity — boys, 111; girls, 104.

Census — boys, 111; girls, 104.

The Institution for the Improved Instruction of Deaf-Mutes is located on Lexington avenue at Sixty-seventh street in the city of New York.



Its method of instruction is like the Albany school, exclusively oral. In another respect, too, it is somewhat different from the general class; it has a larger percentage of friendless children in its care, and for these it keeps its doors open all year.

The committee regrets that this excellently housed and otherwise equipped educational work should have at this time so great a burden of financial care to trouble it. The school has, nevertheless, made decided progress, its property has been kept in good repair and the usual staff throughout maintained.

The generosity of a friend has recently permitted the building of a small brick annex, providing for a modern spray and needle-bath and three pleasantly arranged dressing-rooms.

The scholastic instruction is found on this year's visitation to be conducted about on the same lines as previously reported, *i. e.* rotating classes with special teachers in chief branches. Some slight adjustments have been made to conform to a grading better suited to the younger children now being received in larger numbers.

A committee of three teachers, with the principal, has been formed to constitute a permanent board of revision to keep the curriculum in proper balance with the special needs of the work.

Food and clothing supplied is of excellent kind.

Industrial training is continued on practical lines and shows gradual advancement.

### **Albany Home School for the Oral Instruction of the Deaf.**

Capacity — boys, 21; girls, 22.

Census — boys, 21; girls, 22.

The visitations of the year to this school show its attendance is always equal to capacity. The homelike character of the place is especially well suited to the development of younger children from family homes. Teaching is exclusively by the oral method.

Applications for admittance are reported on hand in sufficient numbers to warrant the managers in considering plans for enlargement of the plant. A separate schoolhouse building is contemplated which will provide for a suite of rooms for manual training and special industrial courses.

The course of study now followed is well planned and meets fully the requirements of the supervising educational authorities.

**Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf Mutes, Buffalo.**

Capacity — boys, 101; girls, 77.

Census — boys, 94; girls, 76.

Le Couteulx St. Mary's Institution has made a number of interior physical improvements this year. Outdoors a granolithic sidewalk has been laid running the length of the school grounds on Main street and Dewey avenue. The position taken by the Sisters in charge, in the matter of the education of the deaf, is that all pupils cannot be benefited by literal adherence to a single method. Some children are apt scholars, comprehend quickly and, like normal hearing children, others are slow of comprehension. For these reasons the methods followed in the school are somewhat diversified. Some grades are advanced in the oral methods, others are entirely confined to the manual alphabet and natural signs as their medium of communication. Visitation to class rooms showed many apt pupils in both oral and manual divisions. The text-books used are standard and the general facilities for teaching helpful.

A feature of the school is its art department. This division is divided into seven grades with a total pupilage of fifty.

Encouraging reports of the success of male graduates of the tailoring class have recently been received. Fourteen of these boys are now employed in the city of Buffalo with custom tailors.

A pleasant incident of the year was the formation of an Alumni Association and the holding of a reunion at the school on July 3rd. On this occasion 110 former pupils registered. Many of them had married and brought their wives with them.

**Central New York Institution for Deaf Mutes, Rome.**

Capacity — boys, 77; girls, 50.

Census — boys, 60; girls, 46.

The Central New York school has had a trying year, out of which, however, it has emerged with renewed hope and determination for the future. Administrative difficulties have been rectified and the school reopened with a full attendance of pupils.

In compliance with the joint recommendation of the State supervising authorities the entire personnel of the staff has recently been changed. Mr. Edward Perkins Clark, the present incumbent of the position of principal, is a graduate of the Galudet College for the Training of Teachers for the Deaf, and has

been for several years a teacher in the New York School for the Deaf and Dumb.

The work of the past six months has been especially trying in the scholastic department, involving as it did the regrading of the school and the outlining and adjustment of an entirely new course of study. With the reorganization of the board of managers, too, has come a larger and more active interest in the necessary details of supervision.

A new system of keeping the financial and general records has been inaugurated and a qualified accountant installed.

Visitations made to the school toward the close of the year give encouraging evidence of better class work. The superintendent states that about 90 per cent. of the pupils are being taught by the oral method.

The great burden of financial debt under which the school has for several years labored is still a serious menace to its future welfare. No very material physical improvements can be made, as the present income just covers cost of maintenance.

### **Western New York Institution for Deaf Mutes, Rochester.**

Capacity — boys, 100; girls, 50.

Census — boys, 80; girls, 30.

At the Western New York Institution for Deaf Mutes the usual amount of repair work has been done during the year. The library and general reading room have been enlarged and the staff quarters renovated. Progress is being made toward the establishment of a sufficient fund to provide for maintenance. The city is rapidly building up in this direction and ultimately a street will have to be cut through the school property.

Visitations made confirm the high standard of work carried on at this school as indicated in our earlier reports.

In the educational department the method of teaching is one identified with the school and known generally as the Rochester system, *i. e.*, speech given simultaneously with the manual alphabet.

It is designed to carry the pupils through a grammar school course, and for those showing aptitude a preparatory course is planned for entrance to the high school.

Industrial training is given in the following courses for boys: printing, glazing and painting, and for girls: dressmaking and sewing and cooking.

**Northern New York Institution for Deaf Mutes, Malone.**

Capacity — boys, 50; girls, 50.

Census — boys, 44; girls, 35.

The Northern New York Institution for Deaf-Mutes has an excellent plant and a pleasant location. Its property is found well cared for. School and staff organization is well planned. Its pupilage attendance, however, is still below normal capacity.

The visitations made find that the educational, industrial, moral and physical training departments are doing a high class of work. The oral method coupled with the manual alphabet is the system followed. Signs are discouraged. All kindergarten children begin their instruction with the oral method, and if sufficient aptitude and progress are not shown, their future instruction is confined to the manual system. In the graded classes the pupils rotate; teachers assigned have special subjects.

Respectfully submitted,

RALPH W. THOMAS,

*Chairman.*



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**REPORT**  
**OF THE**  
**COMMITTEE ON THE THOMAS INDIAN SCHOOL.**

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## REPORT OF THE COMMITTEE ON THE THOMAS INDIAN SCHOOL.

*To the State Board of Charities:*

Your Committee on The Thomas Indian School reports that:

The school population of this institution at the close of the year was 149, of whom 61 were boys and 88 girls, but during the year it had about 170 children under its care.

The total receipts for all purposes were \$45,642.27 and the expenditures, including those for buildings and improvements, were \$45,544.19.

Fifty years have passed since The Thomas Indian School was originally established as an asylum and school by private philanthropy. Since its founding, conditions have greatly changed, and even the policy of the Government toward its Indian wards has been revolutionized. Fifty years ago the Government's policy was one of segregation. It gathered the Indians upon reservations and endeavored as much as possible to keep them separate from white people. Now it has broken up the reservation and tribal system. Instead of separating the Indians from the whites, it proposes to domicile them among white neighbors and give them similar responsibilities. In the west, citizenship for the Indians, with all that it implies, is the outlook. In the State of New York the Indian has practically remained at a standstill for the half century. The reservations are maintained; tribal relations continue; ignorance prevails; and there is more or less dependence upon the public bounty. One of the missions of The Thomas Indian School is to change these conditions and prepare the Indian children for the responsibilities of citizenship. It will take in the destitute class of Indian children — orphans and others left with no one able or willing to care for them. It proposes and has given both home and school training to these unfortunates and fitted many of them for positions of usefulness and honor. The fifty years of its service to the State have accomplished much for the Indians in the western part of New York. The remnant of the Iroquois who originally dominated all the central and western portions of the State as well as all the surrounding regions is indebted greatly to The Thomas Indian School for opportunities



which would not have been granted to Indians were it not for the education and training given by the school.

The change of name made by the Legislature of 1905 indicates progress in the right direction. Heretofore it has been the Asylum for Destitute Children; henceforth it is to be The Thomas Indian School, with larger aims and greater opportunities. The equipment of the institution by the State is now almost completed, and there is, therefore, a probability that the plans of those who secured its establishment as a State institution will be fully carried out.

There remains something to be done, however, in the way of equipment. The school building needs enlargement also and the course of instruction and the number of teachers require additions. The maintenance appropriation should be sufficient to provide liberally for all proper needs, and the institution then be open to all Indian children in the State who are unable to secure an education elsewhere.

Your committee is able this year to report a more substantial dietary and a little better allowance of clothing supplies. In the matter of general repairs, too, the appropriations have given the managers a better opportunity to make some repairs long needed. The boiler house and laundry building are now, after much delay, properly equipped for work. The force pumps, extra boiler, and a three-inch high pressure steam line put through the conduit, have very recently been completed, and the sewerage system has received some attention. The renewals and repairs made, permit of a more free and direct flow into Cattaraugus creek.

An agreeable departure has been made from the custom of numbered buildings. Each cottage and building is now designated by a name taken from a list of the school's benefactors. Neatly designed and painted sign boards in black and gold have been placed at the entrance to each house.

The failure of final passage of the appropriation for a new cottage, the last of the number to complete the original plan of the group, has compelled the continuance of a condition of overcrowding repeatedly referred to by the committee in its former reports. It necessitates the use of a frame building for sleeping quarters for the boys, which is in every respect unsuitable.

In the dormitories for younger children each single bed is used for two children. The demands for admittance are reported as urgent as ever. The office records showed a total of 62 applica-

tions for admittance on file, 40 of which were from Cattaraugus, the home reservation, and 22 from others in this State.

The health of the children during the year has been excellent. Tuberculosis has been practically unknown in the school for some time. A trained nurse is now regularly employed who also gives attention to the observation room for newcomers. The children returning after absence on summer vacation, showed this year more neatness and personal cleanliness than ever before noted. Many of the children, it is reported, have brought with them articles of personal clothing of a good grade. Thus the influences of the school are bearing fruit to the encouragement of the superintendent and teachers.

The school work is found to continue along progressive lines. The teaching staff and methods employed are suited to the special courses planned. Schoolroom space, however, is no longer sufficient. The assembly room has recently been sacrificed for class work; partitions have been erected so as to permit of placing an additional class.

The committee regrets that more has not been done to strengthen the plan of industrial education for the boys. The matter of enlarging the industrial division of the school curriculum is a subject of some urgency. Farm work on a more scientific and practical scale should be provided for, also a larger practice field for the carpentry and painting class. A valuable opportunity is lost in not having some regularly organized classes in agriculture started. The land is fertile and a sufficient acreage (100) is available to make the products a source of profit. In the present family there are twelve boys who could be benefited by such a course.

The industrial work of the girls continues on the lines before reported. The course is sensibly planned and thorough.

The committee again endorses the recommendations of the past two years that an additional dormitory cottage be provided. There is an urgent need for this building as is shown by the present overcrowding and the demands for admittance as seen from the waiting list of applications on file.

The connecting walks between cottages are very much exposed and for the winter months means much discomfort to the children in coming to and from school and the dining hall.

The committee renews its recommendation that a properly covered corridor be built.

The growing numbers in population has made class room arrangement very much cramped. An enlargement of the school-house is an absolute necessity. A better separation of the school-house toilet conveniences for the sexes is also needful.

The gymnasium hall is very poorly furnished, and additional apparatus of a simple kind is needed to make the exercises interesting.

Respectfully submitted,

WILLIAM H. GRATWICK,

*Chairman.*

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**REPORT**  
**OF THE**  
**COMMITTEE ON THE NEW YORK STATE HOSPITAL**  
**FOR THE CARE OF CRIPPLED AND DEFORMED**  
**CHILDREN.**

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## REPORT OF THE COMMITTEE ON THE NEW YORK STATE HOSPITAL FOR THE CARE OF CRIPPLED AND DEFORMED CHILDREN.

*To the State Board of Charities:*

The Committee on the New York State Hospital for the Care of Crippled and Deformed Children submits herewith its report for the year.

### IMPROVEMENTS MADE.

The solarium wing referred to in the last report as in course of construction has been completed. It provides in the basement for an indoor drying facility; on the first floor for the solarium proper and on the second floor for a schoolroom.

Fire equipment has been provided of standard character. In addition to the standpipe and hose, an outfit of fire buckets, chemical auxiliary extinguishing tanks and dry powder tubes have been supplied.

The new sewer line, the work on which had been so much delayed, was finally completed and the work officially accepted July 1.

An additional laundress has been allowed. This increase in the working staff relieves laundry administration considerably and now permits of a more frequent change of the linen for the wards.

An increase in the monthly allowance of eggs has been granted — now 90 dozens — a better general dietary is the result.

### THE SCHOOL.

This room in its new quarters with all furnishings of a modern kind presents a most pleasing and inviting appearance. The equipment is excellent. Sessions are divided into two periods — a. m. and p. m.

Instruction for the most part is individual. The teacher in charge reports the morning session as the one more possible of grading. The pupils in attendance at that period number fifteen and are nearly of one age and degree of advancement. The afternoon session has an enrollment of twelve.

Bed patients capable of instruction are visited each day in the late afternoon. A special course of instruction has been mapped

out for them. To make the lessons attractive the teacher has combined certain kindergarten features and the reading of fairy tales with the regular study course, so the child's interest may be held.

The several inspections of the year have shown encouraging progress in this department of work.

#### THE PLANT AND EQUIPMENT GENERALLY.

The State's property consists of some forty-eight acres situated on high ground. The house occupied was formerly a private residence of the Colonial period, and while in general serving present uses is not as convenient for hospital work as it might be. Rooms are small, causing much difficulty for that reason in placing departments.

To the sick wards have been assigned the larger quarters; the cubic air space per bed, however, is rather limited even here, the average is about 450 cubic feet per occupant.

Staff quarters are comfortably furnished but the rooms are very small.

In lavatory facilities the situation is rather awkward; bath and toilet single conveniences, must be used by both male and female members of the staff.

There is a general lack of sufficient room for employees, as for example, two of the laundresses occupy a room back of the laundry in the centre of the basement, where ventilation is wretched; there is neither a window in the room nor a transom over the door.

In another part of the house, two employees occupy a single room with insufficient air space.

Ward rooms for the sick to be right need at least 900 to 1,000 cubic feet of air space per occupant.

The heating system is by low-pressure boiler. Lighting is by electricity furnished by a local service company. Interior ventilation is limited to use of windows. The water supply is secured from the Haverstraw Water Company. Wardrobe facilities are limited; the present movable closets block up the hall ways; wardrobe facility should be doubled to permit of any kind of a proper sorting of the clothing.

The limitations of administrative conveniences are made known also in the operating-room; the sterilizing plant is dependent upon kerosene, vapor heat. The apparatus is unsuitable in that it takes fully a day to prepare it for use.

## CAPACITY, CENSUS AND REQUESTS FOR ADMITTANCE.

The normal capacity as beds are now placed is forty-six. The census at the close of the year was:

	Female.	Male.	Total.
From 2 to 5 years.....	3	.....	3
From 5 to 10 years.....	9	16	25
From 10 to 15 years.....	9	9	18
	<hr/>	<hr/>	<hr/>
	21	25	46
	<hr/>	<hr/>	<hr/>

Bed patients numbered 7 and convalescents numbered 39.

The situation with relation to meeting the demands for admittance is daily growing more acute. At present the number of registered applications in due form filed at the hospital is 151 and represents the requests of forty-six counties of the State.

## MEDICAL AND SURGICAL DEPARTMENT.

Visits of inspection and for consultation are made weekly by the surgeon-in-chief. A resident physician is employed. The number of discharged inmates, reported as cured or greatly benefited is of an encouraging percentage notwithstanding the restrictions of facility. The undertaking, in medical results, we believe is well repaying the efforts and expense incurred by the State.

The committee recommends that at an early day a proper hospital building including fresh-air pavilions be erected so the physicians and surgeons may work unhampered and that all may be done for these sufferers that science and proper facility is capable of doing.

Respectfully submitted,

ANNIE G. DE PEYSTER,

*Chairman.*

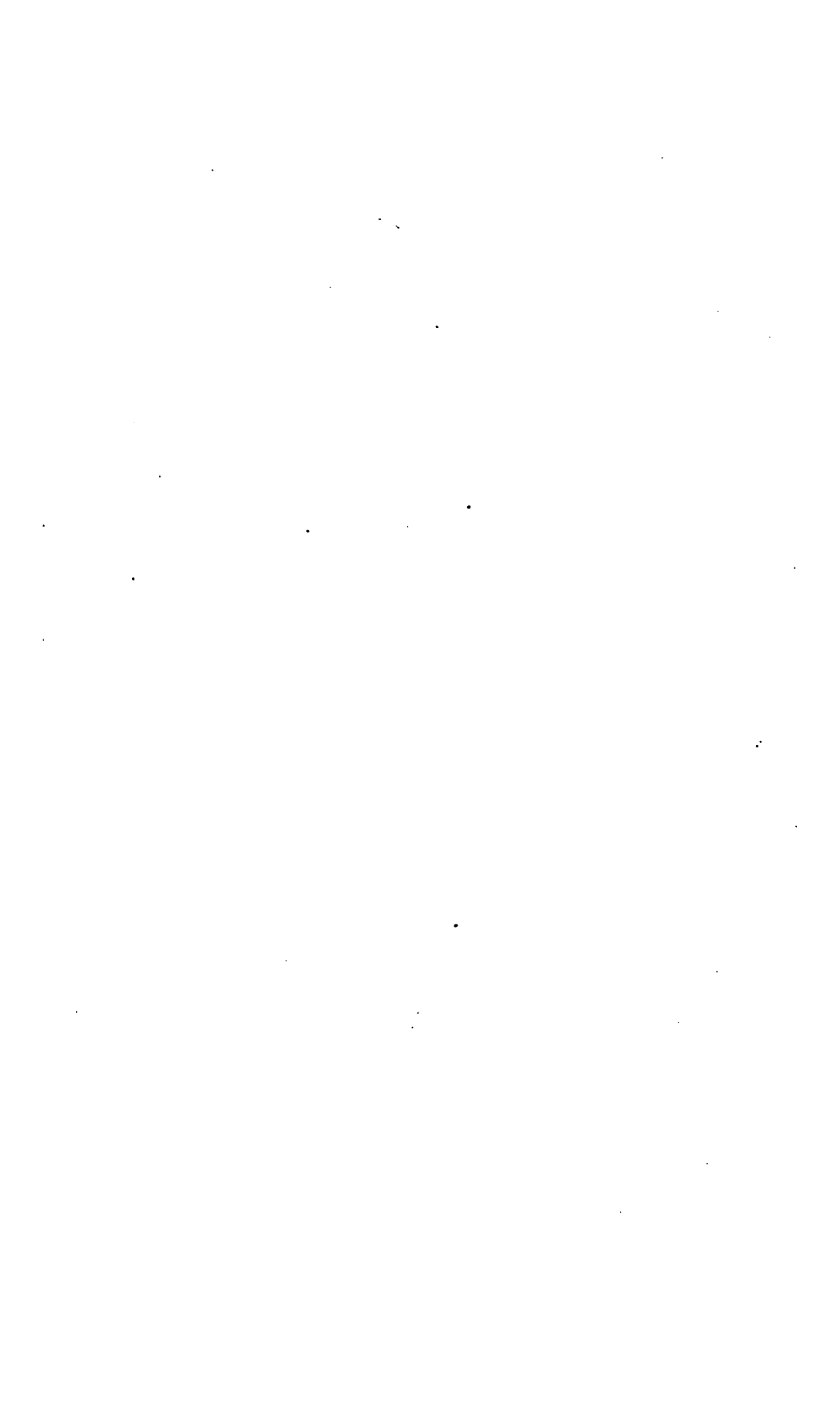




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**REPORT**  
**OF THE**  
**COMMITTEE ON SANATORIA FOR CONSUMPTIVES.**

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## REPORT OF THE COMMITTEE ON SANATORIA FOR CONSUMPTIVES.

*To the State Board of Charities:*

Your Committee on Sanatoria for Consumptives presents herewith its annual report:

The distinction between the hospital and the sanatorium is that, while both are intended for the cure of disease, the sanatorium has in addition to its curative work an educative feature. In the hospital the aim of all its work is the successful treatment of patients suffering from disease. When their cure is accomplished or the patients have been benefited to the full extent of the hospital's resources they are ready for discharge, for the hospital's work is accomplished so far as they are concerned. In the case of the sanatorium, while science is called upon to do its part in treatment of disease, the acute forms of diseases are seldom present in sanatoria. Patients who enter these institutions are usually in conditions far beyond the acute stages. It is generally found that the patients in the sanatorium have endeavored to cure themselves in their own homes before their admission or have called to their assistance resources outside of the ordinary hospital. They enter the sanatorium in the expectation that its methodical regimen will enable them to overcome the tendencies of disease and re-establish the condition of health. The sanatorium supplements the efforts of its patients by the enforcement of rules for diet, rest, exercise, ventilation and other means to assure sane living, as well as by medical treatment. In the case of the sanatoria under public control, the educational effect may well be considered the chief end. Where it is possible to receive only 100 patients for direct treatment into an institution of this character, it is also possible to spread the doctrine of rational living through these 100 patients, when discharged, in 100 homes, which thus become centers of influence and enlightenment in all the neighborhoods where they are located.

The curative and educational work of the sanatorium is strikingly illustrated in the New York State Hospital for the Treatment of Pulmonary Tuberculosis, at Raybrook. The opening of this institution is announced by the superintendent to be a landmark in the history of the State. The institution is arranged for 160 patients,

but in addition to the 160 patients who can be accommodated in the permanent dormitories, a tent colony affords quarters for 100 additional patients. Thus, the total number of available beds in the hospital is 260, and as the institution has a constant maximum population the number of persons directly benefited by the treatment is very large. Assuming that the average stay of each patient is six months, it follows that in the course of a single year over 500 patients have been under care, of which number 70 per cent. or 350 patients, have been restored to health. If now we add to this the beneficent result, the educational influence of the institution, which is very widespread and effective in teaching families how to avail themselves of the curative influences of fresh air and sunshine and proper foods in their homes, the value of the work of this hospital to the people of the State may be estimated. It was established as an object lesson and demonstrates what can be accomplished for patients suffering from incipient pulmonary tuberculosis who are willing to live the simple life. The hospital thereby not only fulfills its purposes as a curative institution but becomes a school where the inmates learn by personal experience how fresh air, sunshine, moderate exercise and good food make for health. The concrete always appeals to the mind more powerfully than does the abstract.

Another important result has followed the establishment of this hospital, viz.: the lesson taught by the tent colony in the Adirondacks has led to the establishment of local tent colonies for tuberculosis patients in most of the counties in the State. The State Commission in Lunacy and its corps of superintendents has approved the tent for patients of this class in the State hospitals, and a number of the almshouses of the State have erected tents on their own grounds and now maintain in them patients suffering from tuberculosis. Thus the adoption of the tent idea to the treatment of patients in the State hospital has not only spread the knowledge of the benefits of fresh air and sunshine but has led to the practical application of its methods over the entire State. It is gratifying to state, also, that since the agitation of the open-air treatment of tuberculosis began the medical journals and societies, as well as the newspapers and other periodicals of this State, have constantly and conscientiously proclaimed the doctrine that fresh air, sunshine and good food are the best agents to prevent as well as to cure this disease. In this connection we repeat what your committee has heretofore stated, that, although

certain localities may offer more favorable opportunities than others for the enjoyment of sunshine and fresh air, there are few, if any portions of the State where the people cannot live under satisfactory hygienic conditions.

Since the beginning of the fiscal year the most notable change in the administration of the State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, at Raybrook, was caused by the resignation of Dr. John H. Pryor, the first superintendent of the institution. Dr. Pryor labored for many years to awaken public interest in the establishment under State control of an institution for the treatment of tuberculosis. When the Raybrook hospital was established he was appointed the superintendent and the onerous labors of organization were laid upon him. That the institution has developed so rapidly and is now able to accommodate a maximum number of patients is largely due to the untiring and intelligent efforts of Dr. Pryor. Upon his resignation the board of managers appointed as acting superintendent Dr. Melvin P. Burnham, who had received his special training in the care of patients suffering from tuberculosis in the Seton Hospital, New York City. Dr. Burnham has since been appointed superintendent and is now the head of the institution.

The progress in building has been slow. Last year the delays were reported to the Board and it was pointed out that a full year would elapse before all the changes and additions necessary to the buildings could be finished. A year has passed and there remains much yet to be done. Your committee regrets that such serious delays are possible under contracts entered into with the State, but it is convinced that until the penalties named in contracts are rigidly enforced there will continue to be disregard of the interests of the State. Although the institution was established by chapter 416 of the Laws of 1900, which made an appropriation for buildings, the work did not begin thereon until October, 1902, and has not yet been completed. When the main buildings were erected many of the essential features of the original plans were omitted. In consequence of one such omission a very serious defect exists, viz., the only way to enter the offices on the second floor is to pass through the main dining-rooms on the first floor. The original plan provided for a veranda along the front of the administration building, and it was intended to have a stairway in this leading directly from the ground to the offices.

The plumbing and kitchen equipment have not been entirely satisfactory, but as the patients live mostly in the shacks and

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tents, it is hoped that all defects of this kind will be remedied before the inclemency of a winter season again compels all the patients to live in the main buildings.

Your committee recommends that a sewage disposal plant be completed as soon as possible and that all interior and exterior painting necessary be provided for without delay. The institution should have a good barn and the approach to the railway station be graded that there may be readier access to the institution.

In this institution one of the chief helpful agents employed in the treatment of pulmonary tuberculosis is a careful diet. Patients must be fed regularly with food which can be easily assimilated and which contains in itself the necessary elements for building up the system. For this reason the annual appropriation for maintenance must be sufficient to permit the purchase of ample supplies of all kinds, and your committee recommends that it be based upon a per capita cost of \$10 per week.

Respectfully submitted,

STEPHEN SMITH, M. D.,  
*Chairman.*

WILLIAM R. STEWART,  
SIMON W. ROSENDALE,  
*Committee.*

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**REPORT**  
**OF THE**  
**COMMITTEE ON STATE AND ALIEN POOR, INCLUDING THE ANNUAL REPORT OF THE SUPERINTENDENT OF STATE AND ALIEN POOR.**

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## REPORT OF THE COMMITTEE ON STATE AND ALIEN POOR, INCLUDING THE ANNUAL REPORT OF THE SUPERINTENDENT OF STATE AND ALIEN POOR.

*To the State Board of Charities:*

Your Committee on State and Alien Poor presents the following report for the fiscal year ending September 30, 1906:

### STATE POOR.

During the fiscal year ending September 30, 1906, the total number of State poor provided for pursuant to the provisions of chapter 225, Laws of 1896, was 576, as against 622 during the previous fiscal year, a decrease of 46. The changes during the year were as follows: Discharged as able to go out and care for themselves, 175; absconded, 62; removed to their homes or places of legal settlement in other States and countries, 256; transferred to State hospitals, 5; died, 14; thus leaving 64 in State almshouses October 1, 1906, of whom 54 were males and 10 females. There was at the same time one child in the custody of an orphan asylum, making a total of 65 persons under care October 1, 1906.

The expenditures for the fiscal year have been \$18,164.19, as against \$16,134.23 the preceding year. These expenditures were distributed as follows: For care and maintenance in State almshouses, \$8,678.89; for care and maintenance in orphan asylums, \$130.75; for removal to State almshouses, \$125.11; for removal from State almshouses to their homes in other States and countries, \$4,369.67; for miscellaneous expenses, traveling expenses and printing, \$4,859.77. The per capita expenditure was \$31.53, as against \$25.93 in 1905.

Thirty-three years have elapsed since the State Poor Law became operative, during which time 47,768 persons have been committed to State almshouses, a yearly average of 1,448. Of these, 37,302 were males and 10,466 females. This large number has been disposed of as follows: Discharged as able to provide for themselves, 13,906; provided for by adoption or in families as self-supporting, 87; absconded, 2,401; transferred to State hospitals, 257; sent out of the State to their friends or places of legal settlement in other States or countries, 30,081; died, 972; thus leaving under care September 30, 1906, 64 in almshouses, as fol-

lows: At the Albany State Almshouse, 4; at the Broome County State Almshouse, 16; at the Erie County State Almshouse, 8; at the Jefferson County State Almshouse, 3; at the Kings County State Almshouse, 6; at the Monroe County State Almshouse, 12; at the New York City State Almshouse, 2; at the Oneida County State Almshouse, 4; at the Onondaga County State Almshouse, 1; at the St. Lawrence County State Almshouse, 8. At the same time there was one child under care in the Albany Orphan Asylum.

#### STATISTICS — ALIEN POOR.

During the fiscal year ending September 30, 1906, 276 alien poor were removed to their homes in other countries. These were found in almshouses, hospitals, and other charitable institutions in this State, and their condition at the time of landing in this country, as brought out by the inquiries, was as follows: Vagrant and destitute, 28; diseased, 78; children, 74; sick and disabled after landing, 96.

By their own statements, and those of the United States Bureau of Immigration, they were found to have been landed as follows: At the port of New York, 191; at other United States ports, 33; at Canadian ports, 52.

After careful examination these persons were returned to their homes as follows: To Canada, 49; to Italy, 37; to Ireland, 34; to Austria, 32; to England, 20; to England en route to South Africa, 14; to Germany, 16; to Russia, 15; to Buenos Ayres, 12; to Norway, 9; to Poland, 10; to Sweden, 4; to West Indies, 4; to Roumania, 4; to Syria, 5; to Hungary, 3; to Scotland, 3; to Wales, 2; and to Holland, India, and Bahama Islands, each 1.

The total expenditure for these removals was \$5,836.78, the average per capita \$21.15. Since this act went into effect in 1880, up to September 30, 1906, there have been 4,258 removals made, at a total expenditure of \$93,454.80, an average per capita cost of \$21.95.

#### STATISTICS — NONRESIDENT POOR.

Besides alien and State poor removed during the fiscal year ending September 30, 1906, there were 75 nonresident poor persons sent to their homes in other States, under the provisions of section 120 of chapter 225 of the Laws of 1896, namely: To Pennsylvania, 15; to Illinois, 8; to Massachusetts, 6; to Colorado, 6; to North Carolina, 5; to Missouri, 4; to South Carolina, 3; to Maryland, 3; to Texas, Michigan, District of Colum-

bia, Indiana, Rhode Island, Connecticut, and Vermont, each 2; and to Iowa, Virginia, West Virginia, Ohio, New Jersey, Arkansas, Florida, Georgia, and Germany, each 1. The expenditures for these removals was \$1,125.85, making the total cost of removal of aliens and nonresidents, \$6,962.63.

#### STATISTICS — INDIAN POOR.

The total number of Indian Poor provided for in almshouses or asylums during the fiscal year was 29, of whom 9 were in custody at the beginning of the year, and 20 were admitted during the twelve months. Of these 16 have been discharged as able to provide for themselves, 3 absconded, and 5 died, leaving remaining September 30, 1906, 5, of whom 1 was in the Erie County Almshouse, 1 in the Onondaga County Almshouse, 1 in the Wayne County Almshouse, and 2 in the Western New York Home.

The expenditures during the year have been \$2,454.23, as follows: For maintenance in the Cattaraugus County Almshouse, \$2.50; for maintenance in the Erie County Almshouse, \$381.14; for maintenance in the Niagara County Almshouse, \$77.70; for maintenance in the Oneida County Almshouse, \$14.84; for maintenance in the Onondaga County Almshouse, \$141.15; for maintenance in the Wayne County Almshouse, \$106.75; for maintenance in the Western New York Home, Randolph, \$244.01; for outdoor relief, \$1,486.14.

The total expenditures for the department are summarized as follows: On account of State poor, inclusive of salaries, \$31,537.86; on account of alien poor, \$5,836.78; on account of non-resident poor, \$1,125.85; on account of Indian poor, \$2,454.23.

The annual report of the Superintendent of the Department shows the work in detail, and is appended hereto.

Respectfully submitted,

DENNIS MCCARTHY,

*Chairman.*



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**REPORT**  
**OF THE**  
**SUPERINTENDENT OF STATE AND ALIEN POOR.**

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## REPORT OF THE SUPERINTENDENT OF STATE AND ALIEN POOR.

### *To the State Board of Charities:*

The Superintendent of State and Alien Poor is appointed by the State Board of Charities, under chapter 225 of the Laws of 1896. He is required to visit, either in person or by representative, each State almshouse at least once every three months, and to examine into the condition and needs of all State poor persons. It is his duty also to provide for the return to their legal residences of all aliens and nonresidents committed as poor persons to public charitable institutions. He has complied with the requirements of the law during the past fiscal year, and made the official investigations and inspections regularly.

The State Board of Charities, through its Department of State and Alien Poor, has returned, during the fiscal year ending September 30, 1906, 607 persons to their homes in other States or countries when such removal at public expense was necessary. Most of these persons were citizens of other States, but 276 were dependent aliens.

### ALIEN POOR.

The State Board of Charities has frequently expressed its belief that the deportation of all dependent aliens who are inmates of our charitable institutions should be the work of the United States. This is done, in the State of New York, however, principally through this Board's Department of State and Alien Poor, and the total cost of the deportation is mainly borne by the State. The work of the Board in the removal of aliens should supplement and assist the work carried on by the Bureau of Immigration. If the immigration laws could be changed by Congress it might be well to divide responsibility along this line. The State is better prepared to collect the facts in regard to dependent aliens in its institutions than are the United States authorities, and if, upon the presentation of such facts, and a showing that deportation is desirable, the United States authorities were authorized to make removals without reinvestigation, doubtless the total number of aliens removed each year would be much greater than at present. By such a plan as this the State would be saved much of its present heavy annual expense.



The authority of the State does not extend beyond its own borders. It is difficult at times to secure the removal of criminal and other undesirable dependent aliens, owing to the unwillingness of transportation lines to receive such passengers. The United States Bureau of Immigration has the power to compel steamship companies to receive aliens for removal, and for this reason there should be a closer co-operation between State officials and the Government. The immigration laws now provide that the return of alien paupers by officers of the United States must be within three years of the date of landing in this country. In the case of ordinary immigrants the period is only two years, but for these who belong to classes excluded by law the Secretary of Commerce and Labor can extend the period to three years. It is the opinion of the State Board of Charities that the period within which removal is provided for by United States statutes should be equal at least to the period of residence required to obtain citizenship. Many aliens whose causes of dependence existed prior to arrival in the United States are committed to our public charitable institutions after two years from the date of their landing have elapsed. Under present conditions it is impossible to secure the removal of these aliens by the United States except through an appeal to the Secretary of Commerce and Labor. This appeal is seldom successful and must be accompanied usually by a request or consent to be returned signed by the alien. It would be well, therefore, if the statutory removal period could be extended to cover five years after arrival in this country. Most of the undesirable aliens who succeed in passing primary inspection only to become public dependents could then be removed through the co-operation of the State and National authorities.

The State board of Charities has returned 276 persons from the several almshouses of the State to their homes in foreign countries during the year. This total number thus returned to foreign countries is in addition to those sent by the United States Commissioner of Immigration co-operating with other charitable agencies. The number of dependent aliens returned by this Department to their proper homes is greater than for any previous year since the State Board of Charities was created. This does not mean that the proportion of such dependents to the general population is greater than heretofore, but that through a more effective enforcement of the law the State has relieved itself of the burden of their

support. Since the State Poor Law went into effect in 1873 and the Alien Poor Law in 1880, the whole number of alien and non-resident removals by the State Board of Charities has been 4,258. It is estimated that pauper inmates survive for a term of fifteen years after commitment to an almshouse. Taking this for granted, the expenditures of the State for the maintenance of these 276 aliens and nonresidents returned during the last fiscal year would reach the total of \$621,000 if they had not been removed. It is evident from this that it is more economical to return to their homes aliens and nonresidents committed as public dependents to charitable institutions than it is to maintain them.

The State of New York is more directly interested in the problems connected with immigration than any other State in the Union. This is due to the fact that three-fourths of all who emigrate to this country land in New York City, the chief port of entry. Of those landed, many thousand settle in the city itself. The others move out but with a steadily decreasing tendency as the city is left behind. Thus, the effects of immigration — good and bad — are intensely felt in the city and State and the problems due to it must be solved without delay.

These problems touch all phases of our social and political life, and their right solution involves the destiny of the country. It is not to be expected, however, that the final words on immigration will be voiced at this time, but some policy can be determined as desirable, which may guide legislation. The State of New York, through the State Board of Charities, has been compelled to furnish transportation to 4,000 alien dependents to their homes in Europe, and the State Commission in Lunacy has sent back about 1,500 insane aliens. Municipalities and private charities have probably returned several thousands more, and thus we are compelled to face a very serious situation, which should be relieved in some way.

Any discussion of the problem of immigration must take into consideration two fundamental principles; first, that undesirable persons should not be permitted to settle in the United States; second, that, as this is a land of freedom, it should welcome all desirable immigrants. In other words, the immigration policy should be conditioned by such rigorous methods of control as will keep out all who, by character, illiteracy, or physical or mental weakness, are unable to fulfill the responsibilities of citizenship.

It will not do to say that, because the United States is in some

sections sparsely settled, there should be no restriction upon immigration, for the character of communities is largely determined by the first settlers. A single family of vicious habits or enfeebled mentality may entail a legacy of pauperism and crime which succeeding generations will find a terrible burden. In the early history of the United States certain sections were made places to which criminals and undesirables were exiled from the mother countries. The criminals who were thus sent to the colonies exerted an evil influence, and it is possible in some places to trace this at the present time.

The immigration laws of the United States are a recognition of the necessity of control over immigration, and the several enactments of Congress have this end in view. Unfortunately, Congress has not seen fit to make the restrictive provisions sufficiently broad to protect the country from the undesirable class of immigrants.

The Act of March 3, 1875, which was "supplementary to Acts in relation to immigration," forbade the importation into the United States of two classes of persons — women, brought here for the purpose of prostitution, and felons. Seven years later, in 1882, Congress gave to the Secretary of the Treasury, "supervision over the business of immigration to the United States." The same act and the same section gave State commissions, boards and officers, designated for the purpose by the Governor of any State, power "to take charge of the local affairs of immigration in the parts within the said State, and to provide for the support and relief of such immigrants therein landing as may fall into distress or need public aid, under the rules and regulations to be prescribed by said Secretary." It was made the duty of such State commissions, boards, or officers, "to examine into the condition of passengers arriving at the ports within such States in any ship or vessel." They were empowered to report to the collector of such port whenever they "found among such passengers any convict, lunatic, idiot, or any person unable to take care of himself or herself without becoming a public charge," and thereupon, it became the duty of the collector of the port to prevent the landing of such person. This act contained a desirable element; it recognized the necessity for co-operation in the regulation of immigration between the officers of the State and the officers of the general government. It also added three new classes to those excluded under the Act of March 3, 1875, viz.: Lunatics, idiots, and per-

soms unable to care for themselves without becoming a public charge. The act also made it incumbent upon the Secretary of the Treasury to establish from time to time such rules and regulations, and to issue such instructions "not inconsistent with law" as would protect the United States and the immigrants into the United States "from fraud and loss and for carrying out the provisions of this act and the immigration laws of the United States," and to "prescribe all forms of bonds, entries and other papers to be used under and in the enforcement of the various provisions of this Act."

The power thus vested in the Secretary of the Treasury to establish rules and regulations not inconsistent with law, was ample for the protection of the United States against the pauper, lunatic, idiot and criminal classes, provided such persons were discovered upon primary examination and inspection.

The Act of February 26, 1885, and the amendatory acts of February 23, 1887 and October 19, 1888, were intended "to prohibit the importation and immigration of foreigners and aliens under contract or agreement to perform labor in the United States, its territories and the District of Columbia," and the latter amendment, that of 1888, gave power to take any such immigrant within one year after landing or entry, and return him to the country from whence he came. Each of the acts thus far considered indicate the growth of a public sentiment which demanded more rigorous measures for the exclusion of the undesirable classes of alien immigrants. In response to this demand, the Act of March 3, 1891, which was amendatory "to the various acts in relation to immigration and the importation of aliens under contract or agreement to perform labor," reclassified the aliens who should be excluded from admission into the United States. The new additions to the list of undesirables was a practical advance along the right line of exclusion. Felons, idiots, insane persons, paupers and persons likely to become a public charge, and contract laborers, were previously barred. To them were added persons suffering from a loathsome, or a dangerous contagious disease; persons convicted of a misdemeanor involving moral turpitude, and polygamists. It also provided an important administrative change by the establishment of a bureau with a superintendent of immigration, and assistants to enforce the provision of the statutes.

The Act of March 3, 1893, was intended to further facilitate the enforcement of the immigration laws and to prescribe to shipmasters the method of manifesting immigrants.

We have reached the Act of March 3, 1903, which is the chief law covering immigration in force at the present time. This continued the classification of undesirable aliens. It added to the excluded classes previously enumerated: Epileptics, persons who have been insane within five years; persons who have had two or more attacks of insanity at any time previously; professional beggars; anarchists; persons who believe in or who advocate the overthrow by force or by violence of the government of the United States, or of any government or form of law, or the assassination of public officials; prostitutes, and persons who procure and attempt to bring in prostitutes or women for the purposes of prostitution; those who have been, within one year from the date of application for admission to the United States, "deported as being under contract, solicitation, promise or agreement to perform labor or services of some kind therein." It also differentiated between "paupers," and "persons likely to become public charges," placing both in the excluded class, while before both terms had been used for the pauper class. It also enlarged the previously excluded class of insane persons; that is, those actually insane on arrival in the United States, by adding thereto persons who had been previously insane. These were very important additions to the laws.

This act also made an advance upon the manifest schedules of the Act of 1893, in at least one important particular. The manifests are apparently intended to assist the immigration officers in determining the probability of the immigrant becoming a public charge. The act of 1893, required the master of the vessel, in his manifest, to state whether the immigrant is in possession of money and if so, "whether upwards of \$30; and how much, if \$30 or less," apparently fixing upon \$30 as a reasonable minimum for an immigrant to have when landed in the United States.

The act of 1903, after ten years further experience on the part of the Immigration Bureau, changed the amount from \$30 to \$50. This is not fixed as an absolute minimum, but seems to be implied as the reasonable amount which should be required, except in special instances.

This act enlarged the powers of deportation by giving authority to deport aliens who come into the United States in violation of law, or who shall be found a public charge therein for causes existing prior to landing "at any time . . . two years after arrival." It also gives the Secretary of Commerce and Labor

power to deport an alien who is found in the United States in violation of the immigration laws within three years after landing, or entry, provided that the Secretary shall be satisfied of this fact, and it transferred the responsibility for the establishment of rules and regulations from the Secretary of the Treasury to the Commissioner General of Immigration. It also made other provisions regulating the administration of the various immigration laws.

To summarize, it may be said that the government, in its regulation of immigration, has, by statute, expressly excluded certain classes of undesirables, whose status as such must be determined at the time of entry, or immediately thereafter — that is, within an extreme limit of three years after landing. It has made no provision to relieve the States and their subordinate political divisions from the heavy burdens entailed through the admission of persons, other than those enumerated, whose undesirability cannot be discovered within a year after landing; nor even of the burden due to a large class who develop inability for self-support immediately after having been landed.

The law does not confer the necessary power to exclude undesirable persons falling outside of those expressly excluded under the act, and yet there can be no doubt that there are multitudes of persons admitted who are equally undesirable and must prove unfit for the responsibilities of good citizenship.

The regulations and the statute should increase the number of excluded classes so as to make it impossible for persons to be admitted whose physical or mental condition would place them in the present excluded classes, even though friends or relatives may be willing to give bond that such persons will not become public dependents. The law might well provide in some way for the enforcement of the laws of the several states in regard to the removal of aliens found as public dependents or inmates of penal or correctional institutions. It might also increase the power which the Act of March 3, 1875, conferred upon State commissions, boards and officers designated for the purpose by the Governor of any State, so that the decisions of such commissions, boards or officers in the case of undesirable and criminal or dependent aliens could be accepted as final by the United States Bureau of Immigration. The law should also provide that aliens found in public institutions could be taken in charge by United States officers pending removal, thus relieving the states of the burden of maintenance.

## COMPARISONS.

There are appended, as part of this report, a series of tables which present statistically the work of the Department of State and Alien Poor. A study of these tables is of interest. Taking the comparative number of commitments by years, it is shown by the table that in no year has the number of commitments been as few as in the fiscal year ending September 30, 1906, although the number of alien and nonresident removals is greater than usual. An interesting fact shown in the tables is that one State poor person has been maintained by the State for twenty-seven years, one for twenty-one years, while all the others now in our State almshouses have been there for periods ranging down from sixteen years. The average duration of life in charitable institutions is estimated at fifteen years.

Respectfully submitted,

ROBERT W. HILL,  
*Superintendent of State and Alien Poor.*

October, 1, 1906.

TABLE No. 1.

*Showing the name and location of the several State Almshouses, the time at which the contract was entered into with the State, and the present rate of support per week, respectively.*

STATE ALMSHOUSE.	Location.	Date of contract.	Rate of support per week.
Albany City.....	Albany.....	October 1, 1873....	\$2 00
St. Lawrence County.....	Canton.....	October 1, 1873....	2 00
Erie County.....	Buffalo.....	October 1, 1873....	2 00
Broome County.....	Binghamton.....	January 1, 1875....	2 00
Jefferson County.....	Watertown.....	January 1, 1875....	2 00
Onondaga County.....	Syracuse.....	January 1, 1875....	2 00
Kings County.....	Flatbush.....	June 20, 1875....	2 50
Oneida County.....	Rome.....	December 28, 1875....	2 00
Monroe County.....	Rochester.....	December 4, 1877....	2 00
New York City.....	Blackwell's Island...	February 28, 1902....	2 50

TABLE No 2.  
*Showing changes which occurred in the several State Almshouses during the year ending September 30, 1906.*

STATE ALMSHOUSES.	Number of inmates October 1, 1905.	Number committed during the year.	Whole number supported.	Discharged	Transferred to State Hospitals.	Absconded.	Sent out of the State.	Died.	REMAINING OCTOBER 1, 1906		
									Males.	Females.	Total.
Albany.....	1	28	29	10	.....	2	12	1	2	2	4
Buffalo.....	9	164	173	48	1	32	77	7	6	3	8
Canton.....	9	7	16	7	.....	0	0	1	7	1	8
Binghamton.....	14	19	33	16	.....	0	0	0	13	3	16
Syracuse.....	1	12	13	8	.....	1	2	1	1	0	1
Watertown.....	4	4	8	0	1	0	4	0	3	0	3
Flatbush.....	2	47	49	24	.....	9	10	0	5	1	6
Rome.....	3	18	21	10	.....	5	1	1	4	0	4
Rochester.....	12	85	97	23	3	8	48	3	11	1	12
Blackwells Island.....	0	137	137	29	.....	5	101	0	12	0	2
Total.....	55	521	576	175	5	62	256	14	54	10	64



TABLE No. 3.

*Showing the number and sex of the State poor committed each year since the act went into operation October 22, 1873.*

	Male.	Female.	Total.
For the year ending September 30, 1874.....	513	50	563
For the year ending September 30, 1875.....	566	88	654
For the year ending September 30, 1876.....	514	119	633
For the year ending September 30, 1877.....	707	165	872
For the year ending September 30, 1878.....	930	190	1,120
For the year ending September 30, 1879.....	1,326	261	1,587
For the year ending September 30, 1880.....	1,023	320	1,343
For the year ending September 30, 1881.....	1,046	327	1,373
For the year ending September 30, 1882.....	1,024	368	1,392
For the year ending September 30, 1883.....	1,033	393	1,426
For the year ending September 30, 1884.....	1,378	514	1,892
For the year ending September 30, 1885.....	1,409	439	1,848
For the year ending September 30, 1886.....	1,252	354	1,606
For the year ending September 30, 1887.....	1,247	370	1,617
For the year ending September 30, 1888.....	1,317	348	1,665
For the year ending September 30, 1889.....	1,369	388	1,757
For the year ending September 30, 1890.....	1,133	307	1,440
For the year ending September 30, 1891.....	1,026	339	1,365
For the year ending September 30, 1892.....	1,065	272	1,367
For the year ending September 30, 1893.....	1,057	349	1,406
For the year ending September 30, 1894.....	1,490	484	1,974
For the year ending September 30, 1895.....	1,669	502	2,171
For the year ending September 30, 1896.....	1,589	513	2,102
For the year ending September 30, 1897.....	1,448	539	1,987
For the year ending September 30, 1898.....	1,300	504	1,804
For the year ending September 30, 1899.....	1,582	467	2,049
For the year ending September 30, 1900.....	1,522	350	1,872
For the year ending September 30, 1901.....	1,371	314	1,685
For the year ending September 30, 1902.....	1,471	256	1,727
For the year ending September 30, 1903.....	1,235	201	1,436
For the year ending September 30, 1904.....	825	146	971
For the year ending September 30, 1905.....	442	101	543
For the year ending September 30, 1906.....	393	128	521
Aggregate.....	37,302	10,466	47,768

TABLE No. 4.

*Showing the several almshouses to which State poor were committed and the changes occurring in the number under their care from October 22, 1873 to September 30, 1906.*

ALMSHOUSES.	Whole number admitted.	Discharged.	Provided for by adoption or otherwise.	Absconded.	Transferred to State hospitals.	Sent out of the State to friends or places of legal settlement.	Died.	Remaining October 1, 1904.
Albany.....	3,676	1,189	7	570	20	1,794	92	4
Buffalo.....	9,504	2,281	33	630	32	6,365	155	8
Canton.....	9,459	191	4	75	9	93	79	8
Delhi.....	74	37	0	20	1	10	6	0
Yaphank.....	1,110	76	5	85	1	937	6	0
Binghamton.....	873	409	8	92	11	273	64	16
Syracuse.....	879	410	8	120	15	295	36	1
Watertown.....	284	83	2	42	13	124	15	3
Flatbush.....	24,314	7,067	5	309	57	16,559	311	6
Rome.....	818	431	1	92	69	153	68	4
Watertown.....	513	345	0	88	5	54	21	0
Rochester.....	2,902	704	18	248	24	1,794	102	4
Blackwell's Island.....	2,362	683	0	30	0	1,630	17	12
Total.....	47,768	13,906	87	2,401	257	30,081	972	64

\* Discontinued.

TABLE No. 5.  
*Showing the ages of the State poor committed to the several State Almshouses from October 22, 1873 to September 30, 1906.*

STATE ALMSHOUSES.	Under twenty years.	Twenty years and under thirty.	Thirty years and under forty.	Forty years and under fifty.	Fifty years and under sixty.	Sixty years and under seventy.	Over seventy years.	Total.
Albany.....	595	889	769	572	371	204	186	3,676
Buffalo.....	2,783	2,265	1,692	1,063	796	577	328	9,504
Canastota.....	49	65	84	55	57	78	71	459
Castroville.....	6	9	12	17	10	13	7	74
Franklin.....	47	416	335	172	89	45	6	1,110
Hamilton.....	122	128	136	124	136	120	107	873
Montgomery.....	181	202	168	130	81	58	59	879
Oriskany.....	79	50	64	25	26	21	19	284
Oriskany.....	5,406	7,408	4,995	3,087	1,882	1,083	454	24,314
Oriskany.....	55	159	220	128	115	97	44	818
Oriskany.....	10	40	73	78	101	128	83	513
Oriskany.....	642	681	501	379	306	233	160	2,902
Oriskany.....	569	803	394	292	163	98	43	2,363
Total.....	10,544	13,115	9,443	6,123	4,133	2,844	1,567	47,768

TABLE No. 6.

*Showing the years in which State poor in care of the several State Almshouses, September 30, 1908, were committed.*

STATE ALMSHOUSES.	1879.	1880.	1881.	1882.	1883.	1884.	1885.	1886.	1887.	1888.	1889.	1890.	1891.	1892.	1893.	1894.	1895.	1896.	1897.	1898.	1899.	1900.	1901.	1902.	1903.	1904.	1905.	1906.	Total.
Albany.....	1																												4
Buffalo.....																													2
Canton.....																													2
Binghamton.....							1																						1
Syracuse.....																													5
Watertown.....																													1
Flatbush.....																													3
Rome.....																													0
Rochester.....																													0
Blackwell's Island.....		1																											1
Total.....	1						1					1		2		1		2		1	2	1	2	1	2	7	5	31	64

TABLE No. 7.  
*Showing the classified quarterly expenditures for the support, care, and removal of State Poor for the  
 fiscal year ending September 30, 1906.*

	For removal to State- almshouses.	For maintenance, clothing, medi- cal attendance and care in State almshouse.	For mainte- nance in orphan asylums.	For removals from the State to other States and countries.	For miscella- neous expenses and printing.	Total.
ending December 31, 1905.....	\$25 14	\$1,810 40	\$47 00	\$458 82	\$1,066 04	\$3,407 40
ending March 31, 1906.....	31 58	1,825 13	23 00	711 57	1,177 81	3,769 09
ending June 30, 1906.....	40 31	1,915 91	22 50	314 28	1,503 70	3,786 70
ending September 30, 1906.....	28 08	3,127 45	38 25	2,885 00	1,112 22	7,191 00
tal.....	\$125 11	\$8,678 89	\$130 75	\$4,369 67	\$4,859 77	\$18,164 19

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**REPORT**  
**OF THE**  
**COMMITTEE ON INSPECTION.**

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## REPORT OF THE COMMITTEE ON INSPECTION.

*To the State Board of Charities:*

The Committee on Inspection respectfully submits the following report covering the work of the Department of Inspection for the year ending September 30, 1906:

This department of the Board's work is organized for the purpose of carrying out in part the provisions of section 9, chapter 546, Laws of 1896, which requires that the State Board of Charities shall visit, inspect and maintain general supervision over institutions, societies or associations of a charitable, eleemosynary, correctional or reformatory character which are made subject to its supervision by the constitution or by law.

During the year the Department of Inspection has had under its supervision 494 such institutions and societies under private control but in receipt of public money, together with their branches, making a total of about 520 charities for inspection. The list includes dispensaries, fresh air charities, homes for the aged, homes for children, temporary homes for children and adults, agencies for placing out and boarding out children, hospitals, industrial schools, and reformatories.

The department, through its staff of inspectors, aims to make at least one inspection annually of each institution or charity under its supervision, and to visit more frequently institutions where conditions calling for remedial action have been brought to the attention of the managers. Following this plan of work 285 general inspections and 253 special inspections have been made during the year and reports thereon prepared.

Early in the year it was deemed advisable by the Board to provide for a more careful inspection of the sanitary conditions in institutions than could well be made in the course of an ordinary general inspection. One of the inspectors was detailed for this special work, and a sanitary inspection of all institutions located in the western inspection district and of several located in the eastern district was made during the year. These proved especially helpful to institutions where the buildings were old and the plumbing and ventilation not up to modern standards.

During the preceding fiscal year an inspection of dispensaries to determine the extent of compliance with the rules of the Board



was begun. This work has been completed and tables showing the results have been prepared. These tables and also a more extended account of the sanitary inspections will be found in the general report of the Board.

With the exception of these two lines of special inquiry, the inspections of the year have covered the usual broad ground of general inspection work including the supervision of the administration and the affairs of institutions, the fitness and condition of the buildings, surroundings and equipment, the provisions made for security against accident by fire in all hospitals and homes, the extent of compliance with the requirements of the Public Health Law relating to institutions for children, the improvements and changes made, and the defects remaining. In all hospitals and homes the provisions made for security against danger by fire have been subjects of careful investigation. Criticisms of existing conditions and suggestions for improvement have been brought to the attention of boards of managers and cases of neglect or carelessness have been reported to local authorities, and a general improvement in fire protection has resulted. In homes for children the inquiry regarding the extent of compliance with the provisions of the Public Health Law has shown that while careful compliance with law is the rule, there are still exceptional cases of laxness in the observance of one or more of its provisions, particularly the provision relating to entrance quarantine.

The report of 1904 called attention to the inadequate provision made for the care of destitute but respectable aged persons especially in the central portion of the State, a condition indicated by the long waiting lists of the homes then existing for the care of the aged. With the exception of St. Ann's Home in Rochester, which has erected new buildings and increased its capacity from ninety beds to 140, the conditions then reported remain practically unchanged. The total capacity of all homes for the aged under this Board's supervision is 1,265. In several of these homes the average population for the year has been equal to the entire bed capacity.

The mixed character of the population in certain institutions for children had led to an extension of the rules governing the reception and retention of inmates in institutions, adopted by the Board in accordance with article VIII, section 14 of the Constitution. The following rule has been

"No child between the ages of tw                      1 years, commit-

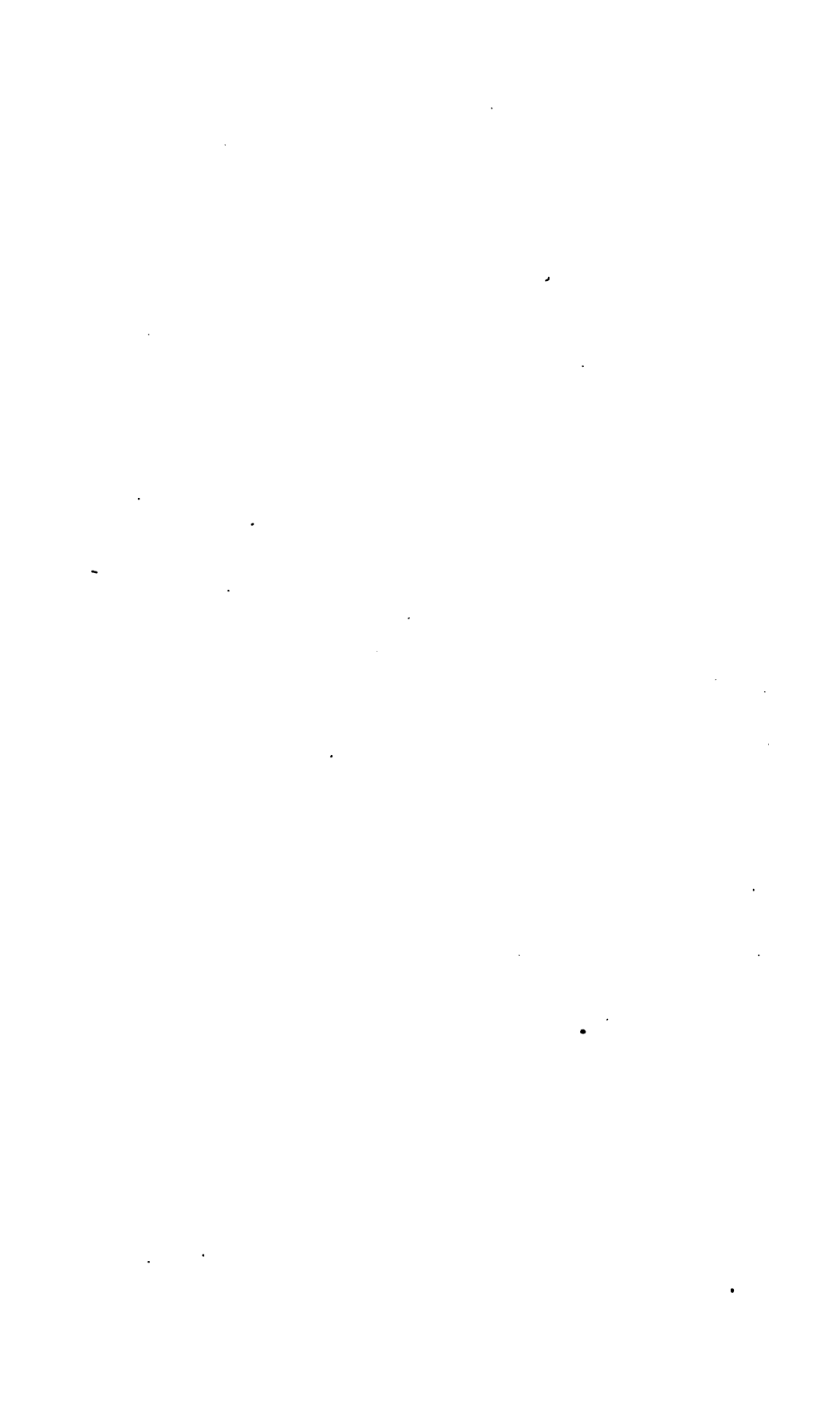
ted because of the destitution of his or her parents or guardians, shall be retained as a public charge in any such institution, which also receives and cares for destitute adults unless there is complete and continuous separation of such adults from such children. Nor shall any child under the age of sixteen years, committed because of the destitution of his or her parents or guardians, be retained as a public charge in any such institution which receives persons committed for crime, unless it is authorized by its charter, or by general statute, to receive both of such classes and unless their complete and continuous separation is at all times maintained."

In institutions to which the provisions of this rule are applicable the scope of general inspection has been extended to cover an inquiry into the methods of classification of inmates and the facilities for securing the strict and continuous separation of classes contemplated by the Board in framing this new rule.

Respectfully submitted,

STEPHEN SMITH, M. D.,  
*Chairman.*

MICHAEL J. SCANLAN,  
WILLIAM H. GRATWICK,  
*Committee.*



## REPORT OF THE COMMITTEE ON ORPHAN ASYLUMS AND CHILDREN'S HOMES.

*To the State Board of Charities:*

Your committee on orphan asylums respectfully submits the following report for the year ending September 30, 1906:

From the data furnished in the reports rendered monthly to the Board by the asylums and homes for children under private control the following tables have been prepared showing in brief form certain facts regarding the inmates of such homes during the years 1904, 1905 and 1906:

Table I shows the number of children in homes under private control during those years. Table II shows the length of time maintained in the homes as well as how entered and supported. Table III shows the nativities of parents and children, and IV is a diagram which graphically presents the fluctuations of the population in these asylums and homes for several years.

### I

*Number of Children in Homes Under Private Control.*

	Sept. 30, 1904.	Sept. 30, 1905.	Sept. 30, 1906.
<b>Sex:</b>			
Male .....	17,187	17,129	17,386
Female .....	12,983	13,118	13,232
<b>Total .....</b>	<b>30,170</b>	<b>30,247</b>	<b>30,618</b>
<b>Age at time of admission:</b>			
Under 2 years .....	3,489	3,309	3,253
Between 2 and 5 years .....	6,415	6,408	6,403
Between 5 and 10 years .....	13,649	13,727	14,798
Over 10 years .....	6,398	6,582	5,946
Not stated .....	219	221	218
<b>Age at close of fiscal year:</b>			
Under 2 years .....	2,126	2,153	2,092
Between 2 and 5 years .....	3,547	3,311	3,263
Between 5 and 10 years .....	11,434	11,562	11,563
Between 10 and 16 years .....	12,156	12,211	12,922
Over 16 years .....	688	789	560
Not stated .....	219	221	218
<b>Civil condition:*</b>			
Orphan .....	2,135	2,108	2,028
Half-orphan .....	14,280	14,158	14,197
Parents living .....	10,566	11,106	11,337
Unknown or not stated .....	3,190	2,875	3,056
<b>Physical condition:*</b>			
Healthy .....	26,501	26,414	26,638
Fair .....	2,236	2,433	2,435
Not healthy .....	1,203	1,224	1,282
Not stated .....	170	176	263
<b>Mental condition:*</b>			
Intelligent .....	27,061	27,113	27,448
Fair .....	617	802	819
Weak .....	163	174	182
Not stated .....	2,329	2,158	2,169

\* These statistics represent conditions reported at time of admission.

## II.

	Sept. 30, 1904.	Sept. 30, 1905.	Sept. 30, 1906.
<b>Duration of institutional life:</b>			
Less than 1 year.....	11,023	10,919	10,916
Between 1 and 2 years.....	6,180	6,145	6,233
Between 2 and 3 years.....	3,895	3,992	4,311
Between 3 and 4 years.....	2,840	2,724	2,857
Between 4 and 5 years.....	2,000	2,111	2,003
Between 5 and 6 years.....	1,402	1,458	1,449
Between 6 and 7 years.....	1,046	1,034	1,031
Between 7 and 8 years.....	620	651	702
Between 8 and 9 years.....	406	422	426
Between 9 and 10 years.....	298	287	241
Between 10 and 11 years.....	175	214	178
Between 11 and 12 years.....	145	100	129
Between 12 and 13 years.....	64	93	58
Between 13 and 14 years.....	27	43	39
Between 14 and 15 years.....	21	14	20
Between 15 and 16 years.....	7	14	14
Over 16 years.....	21	26	11
<b>How entered:</b>			
By birth.....	179	187	612
By magistrates.....	6,871	6,436	6,896
By commissioners of charities.....	11,681	13,820	13,871
By other poor law officers.....	3,079	3,198	3,008
By parents, guardians or friends.....	5,312	5,469	5,326
Otherwise or not stated.....	3,048	1,137	915
<b>How supported:</b>			
By institutions.....	2,701	2,297	2,249
By cities.....	19,667	20,973	20,367
By counties.....	3,065	3,274	3,208
By towns.....	701	586	597
By parents, guardians or friends.....	3,830	2,813	3,896
Otherwise or not stated.....	206	304	301

## III.

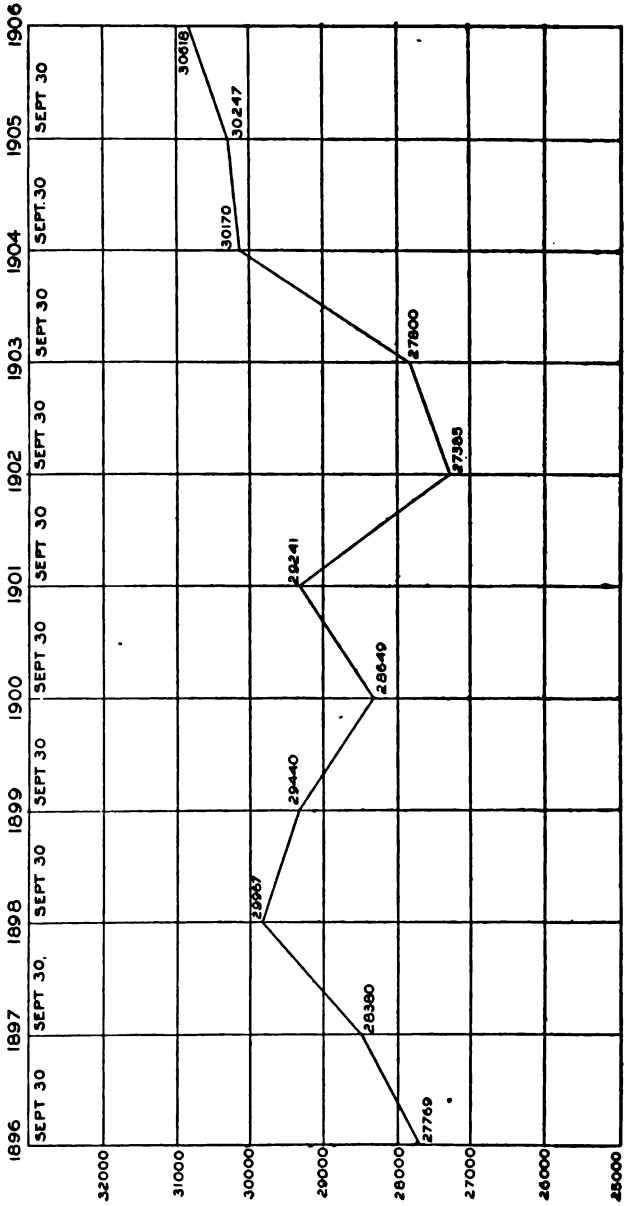
	Sept. 30, 1904.	Sept. 30, 1905.	Sept. 30, 1906.
<b><i>Birthplace of father.</i></b>			
United States.....	10,159	10,297	10,751
England.....	692	665	671
Ireland.....	4,475	4,436	4,410
Scotland.....	220	210	207
Germany.....	1,942	1,893	1,764
Austria.....	443	573	919
Russia.....	1,337	1,460	1,706
Italy.....	2,255	2,471	2,568
France.....	159	160	142
Switzerland.....	74	60	45
Norway and Sweden.....	204	228	233
Canada.....	464	446	433
Cuba.....	41	34	32
Other foreign countries.....	1,163	904	691
Unknown or not stated.....	6,542	6,410	6,046
<b><i>Birthplace of mother.</i></b>			
United States.....	10,586	10,655	11,065
England.....	538	512	523
Ireland.....	5,066	5,166	5,083
Scotland.....	188	149	186
Germany.....	1,715	1,573	1,538
Austria.....	480	677	1,034
Russia.....	1,443	1,643	1,745
Italy.....	2,142	2,376	2,397

## III — Continued.

	Sept. 30, 1904.	Sept. 30, 1905.	Sept. 30, 1906.
<i>Birthplace of mother.</i>			
France.....	133	146	124
Switzerland.....	48	40	43
Norway and Sweden.....	199	253	273
Canada.....	490	465	445
Cuba.....	29	22	21
Other foreign countries.....	1,196	886	587
Unknown or not stated.....	5,917	5,685	5,554
<i>Birthplace of child.</i>			
United States.....	27,198	27,205	27,593
England.....	97	85	90
Ireland.....	117	112	102
Scotland.....	14	18	17
Germany.....	103	87	83
Austria.....	106	112	147
Russia.....	302	267	299
Italy.....	623	725	641
France.....	29	24	18
Switzerland.....	2	4	4
Norway and Sweden.....	37	17	23
Canada.....	135	133	96
Cuba.....	18	11	16
Other foreign countries.....	295	260	221
Unknown or not stated.....	1,085	1,187	1,268

IV.

Diagram showing fluctuation of population in homes for children during the period from September 30, 1896, to September 30, 1906.



These tables show that the population at the close of the fiscal year ending September 30, 1906, as compared with that at the close of the preceding fiscal year indicates a gain of 371 or less than one and one-fourth per cent. By reference to the diagram showing fluctuation of population in children's homes during the last ten years it will be seen that the rate of increase for that period has been ten and one-fourth per cent. The increase in the population of the State for the same period was about twenty-three per cent. It is also to be noted that the increase in population in children's homes during the five years ending September 30, 1906, was less than that of the preceding period of five years. These figures show that there is nothing abnormal in the rate of increase in the population of this class of institutions. It remains to be considered, however, that on September 30, 1906, about one and one-third per cent. of all the children of school age in the State, or about four children out of every three hundred, were living in orphan asylums or homes for children and that more than 4,000 of these children had lived in institutions for upward of five years. The downward sweep in the line of population shown in the diagram above referred to marks the time when a special effort was made by those in charge of children's institutions to restore to family life those children whose period of institutional life had exceeded five years.

The following table will be found of interest as showing the distribution of population in homes for children throughout the State. By the metropolitan institutions is meant those that are located in the boroughs of Greater New York or that draw their population almost entirely from that city.

	Sept. 30, 1902.	Sept. 30, 1903.	Sept. 30, 1904.	Sept. 30, 1905.	Sept. 30, 1906.
Metropolitan institutions.....	20,118	20,535	22,590	22,389	22,563
Balance of State.....	7,267	7,265	7,591	7,858	8,056
	27,385	27,800	30,181	30,247	30,618

Certain institutions in the State caring for destitute children also render relief to adults, especially women, others that are more or less correctional in character receive also children committed because of destitution, while others whose main purpose is to provide a home for unfortunate children occasionally receive chil-



dren on judicial commitments for serious offenses. Although the most careful supervision over inmates may be exercised in institutions having such mixed populations it is evident that the child whose presence is due to his misfortune alone is in danger. With a view to safeguarding such children the Board on January 10, 1906, adopted the following rule:

"No child between the ages of two and sixteen years, committed because of the destitution of his or her parents or guardians, shall be retained as a public charge in any such institution, which also receives and cares for destitute adults unless there is complete and continuous separation of such adults from such children. Nor shall any child under the age of sixteen years, committed because of the destitution of his or her parents or guardians, be retained as a public charge in any such institution which receives persons committed for crime, unless it is authorized by its charter, or by general statute, to receive both of such classes and unless their complete and continuous separation is at all times maintained."

This rule, after due notice to institutions, went into effect on July 1, 1906.

Two institutions for children, the New York Juvenile Asylum and the Rochester Orphan Asylum, have been transplanted into new surroundings and improved conditions. In both cases the cottage system has superseded the congregate system. The New York Juvenile Asylum is now well established in its "children's village" located on a tract of 290 acres near Dobbs Ferry. The cottages of the Rochester Orphan Asylum are located on high ground on the outskirts of the city and are surrounded by a tract of 30 acres. Among the institutions under the supervision of the State Board of Charities these are the first to depart from the congregate system. The success of the new method of administration will therefore be of unusual interest to all persons connected with the management of homes for children, and especially to managers of institutions where the question of making a similar change is under consideration.

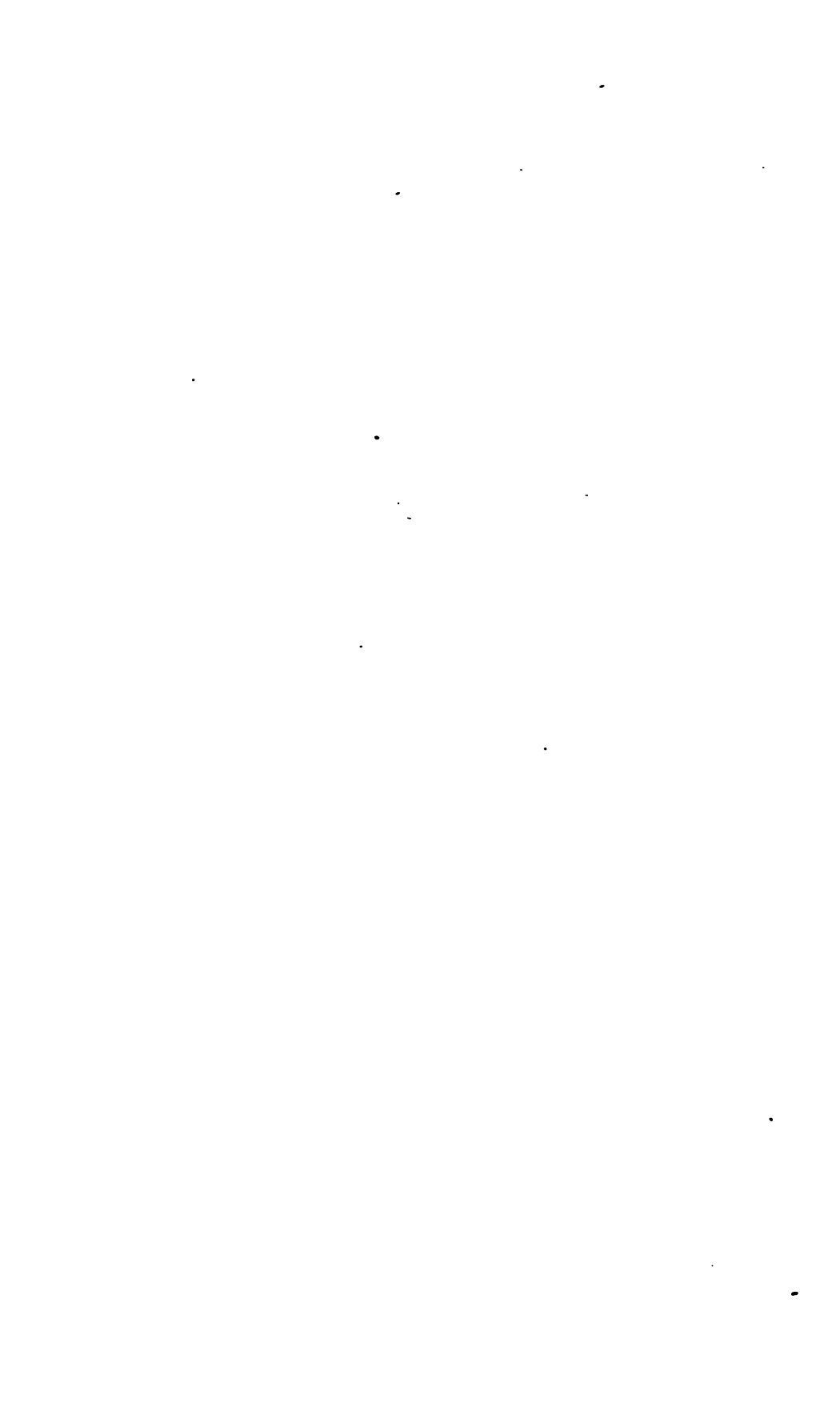
Respectfully submitted,

JOHN NOTMAN, *Chairman*,  
DENNIS MCCARTHY,  
ANNIE G. DE PEYSTER,  
*Committee.*

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**REPORT**  
**OF THE**  
**COMMITTEE ON PLACING-OUT OF CHILDREN.**

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## REPORT OF THE COMMITTEE ON PLACING-OUT OF CHILDREN.

*To the State Board of Charities:*

Your committee on placing out of children presents herewith its report and a special report written by the inspector assigned to the visitation of such homes.

The placing out of children is a very important department of work. The statistics show that 562 foster homes were visited during the year by the Board's inspector. The number of children reported placed out is 981, but as the law does not confer upon the Board authority to visit homes where dependent wards over the age of 16 years have been placed, the inspector did not visit 120 of the homes in which children reported were placed. In addition to those omitted on account of age, 93 children were placed out beyond the territory of the State of New York, and the inspector consequently had to leave these children unvisited. Of the 981 reported placed out, only 34 could not be located, and the frequent changes of residence by families in the larger cities account for these.

It is a matter of congratulation that of the whole number of children visited only 61 were found in undesirable homes, and removals from these were promptly made by the local poor law officers responsible for the care of children.

The growth of this work of visitation more than keeps pace with the growth of commitments. The poor law officers are now making the reports required by the State Board of Charities with greater regularity than heretofore. The frequent changes in overseers and superintendents of the poor account in some degree for their failure to make prompt reports, as the newly elected poor law officers are usually not familiar with the requirements of the statutes.

In addition to children placed out by poor law officers, at least an equal, if not a greater number, are placed by private institutions. The State Board of Charities has heretofore been unable to make visitations to children placed in these homes. It is highly desirable that every home in which a child is placed out shall be visited and approved by the State. The authority conferred upon the State Board of Charities should be made sufficient to protect every child placed in a foster home, no matter what agency makes

the placement, or whether the child is a dependent or not. The State has a direct interest in the welfare of each one of its children, and as the laws to prevent cruelty to children are intended to protect the rich and poor alike, so the law requiring visitation of children placed in foster homes should be broad enough to secure the welfare of all children deprived of parental care.

The inspector's report follows.

Respectfully submitted,

MICHAEL J. SCANLAN,

*Chairman.*

*To the Committee on Placing Out of Children:*

Herewith I beg to submit a report of the visitations of placed-out children for past year. As may be seen from the statistical table subjoined, the number of visitations does not cover the entire number of children placed out, that is, every child placed out during the past year has not been visited in its present home. Considerable time was used by the inspector in efforts to locate placements of several years standing in the first judicial district, where it is not possible to trace all the changes of residence unless very much time be devoted to this particular work; and the results do not always pay for the time employed. Removals and transfers are not infrequent in the other judicial districts, but as they are less densely populated, there is usually no great difficulty in finding the children. If county superintendents, overseers of the poor, and other authorized placing-out officers could be persuaded to report promptly all placements, removals and transfers, the work of visitation would be lessened, simplified and greatly accelerated.

All the children placed out as wards of the State have not been duly reported as required by law. Matrons of orphan asylums formerly vested with authority by county superintendents of the poor to place out county dependents in their charge, have, without proper authority, sometimes given these children to applicants as to whose worthiness only a general recommendation of respectability is obtained.

There are some poor law officers who hold that "any home is good enough for a ward of the State," and, "any home is probably superior to the one the child would have had with its parents." When such principles govern those who place out children, especially children of working age, the results are far from satisfactory. In these cases the feeling of the one placing the child seems to be transmitted to those who take it, even though the foster

parent is otherwise well disposed. The result to the ordinary child, is the loss of confidence in itself, the production of strained relations between guardian and ward, and, more vital than all, the loss of self-respect.

A superficial investigation of home, family and surroundings results in the child being placed at hard work, kept as a menial, and shut out from membership in the family. In this way the very ends for which he should have been placed are defeated. These conditions do not prevail throughout the State but are confined to localities. While unsuitable homes are occasionally found elsewhere, they have been chosen usually through an error of judgment or have become unsuitable because of changed family conditions; children are seldom deliberately placed in plainly undesirable homes.

It is noticed that in many cases where recommendation for removal has been made by your inspector, and causes have been given for the same, subsequent investigation made by the local placing-out officer is usually followed by removal or transfer, or such necessary change in home conditions are effected as serve to make the home desirable.

The judgment of the placing-out officer is not always at fault. There are times when the most experienced worker with children will be deceived in the selection of a home, but it should be understood that to place a girl of 10 or 11 years in a family where there are small children, is to deprive her of school privileges; to place boys in homes where no right is conceded to them but that of work, is a flagrant injustice, yet such cases are often found.

Another mistake is sometimes found. Rather than place children in orphan asylums some poor law officers board several children in one home, sometimes infants and at other times children of 6 to 12 years of age. The average home whose house-mother is willing to make a business of boarding children in this way is not adapted to the accommodation of the number sometimes therein found. The largest number in one home visited by your inspector is twelve. As the tie of blood relationship is wanting, the average house-mother is not fitted to deal with such a large number of children, so as to promote their welfare. When many children are thus placed in the care of one house-mother, evils arise which require careful treatment to cure. When the number of children placed in one home is large, personal care cannot be given them; they are housed together with little or no attention

given except to dress and feed them, and in such homes bad habits grow rapidly. Fortunately this kind of placement is the exception.

There are county superintendents who will not place more than one child to board in a home, and it is an interesting fact that many of the children thus placed last year in boarding homes, were found legally adopted into these homes this year. Such a large number of good homes has been secured through this plan of boarding only one child in a home that it recommends itself as the plan for general use.

In rendering report, the matters needing attention and correction have been mainly dwelt on, but it is only just to county superintendents and placing-out officers to state that as a rule, the homes have been judiciously selected by the local agents, and are giving to the children placed in them the education, training and advantages which assure their development into useful men and women.

Number of children reported placed out.....	981
Number not visited (because over 16 years of age).....	120
Number placed out of state.....	93
Number not found .....	34
Number visited . . . . .	562
Number unsuitable homes .....	61

Respectfully submitted,

MARY E. WALSH.  
*Inspector.*

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**REPORT**  
**OF THE**  
**COMMITTEE ON ALMSHOUSES.**

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## REPORT OF THE COMMITTEE ON ALMSHOUSES.

### *To the State Board of Charities:*

Your Committee on Almshouses presents herewith its annual report and refers for a more detailed survey of the almshouses of the State to the several reports on almshouses made by the Commissioners of the Board from the eight judicial districts.

The provisions of the Constitution and of the laws of the State make the supervision of the almshouses an important feature of the work of the State Board of Charities. These institutions are intended to provide a home for the poor, the aged, the infirm and the unfortunate, who for any reason may be unable to care for themselves and be left dependent upon the public. It is the intention of the State that the almshouses shall be closely and constantly supervised, that the poor maintained therein may have the fullest protection.

Under conditions which prevailed in the State prior to the organization of the State Board of Charities, the poor were frequently abused and neglected in the almshouses, but under the present methods of supervision it would be difficult for them to be now neglected or abused for any long period of time. The system of almshouse supervision adopted by the State Board of Charities, requires frequent inspections and as a rule all the almshouses of the State are visited at least twice each year by trained inspectors. These visitations are usually regarded by county superintendents as helpful, and the suggestions made by the State Board which have been carried into effect through appropriations made by the boards of supervisors in the several counties have greatly changed general conditions for the better.

The Board, in 1868, in presenting its first report to the Legislature, offered the suggestion that the evils then existing in almshouses were due to an "imperfect decentralized system with no general superintendent." That cannot be said of the present, for there is both a centralized system and general superintendence, and yet a perfect independence exists by which each county has control of its own institutions. Abuses in administration brought to the attention of the Board through its plan of superintendence and frequent inspections. Thus, during

the year, in the almshouse of Ulster county, inspections made by the officers of the State Board of Charities which were immediately transmitted to the board of supervisors disclosed gross abuses which demanded prompt and drastic action. This was finally secured by the county itself through the county board of supervisors which requested the Governor to remove the delinquent county superintendent of the poor from office. The independence of the county officials was fully recognized by the State Board, but the reforms were brought about through its inspections and supervision.

Another illustration of the same necessity for close relations between the State Board of Charities and the local Poor Law officials is found in the action which resulted in a change of law governing the Rensselaer county almshouse. An investigation of the work of administration of this institution was made under direction of the Board and the Commissioner from the Third Judicial District on November 21 and 24, 1905. Complaints had been received that gross abuses of inmates had taken place and that the general condition and administration of the institution required change. The investigation covered all the complaints alleged and also was in part an inquiry into the administration of the institution by the three county superintendents and the employees. The evidence of criminal abuse was referred to the Attorney-General for his consideration. The final result of the investigation was the enactment of a law which abolishes the office of the Auditing Superintendents of the Poor in Rensselaer county and places the entire responsibility for the management and control of the almshouse in the hands of one county superintendent.

Your Committee calls attention to the number of defectives who still remain in the almshouses of the State. Notwithstanding the large number of epileptics who have been removed to the Craig Colony, there are a great number still remaining in the almshouses. There are also many idiots and feeble-minded persons, and in fact, these three classes form a very considerable part of the almshouse population. Your Committee deems it unfortunate that the State institutions intended for the defective classes are not enlarged with greater rapidity, so as to relieve the almshouses of their care. It is hoped that ample appropriations will be made by the Legislature of 1906 for these institutions and that the almshouses may be relieved of the epileptic, the idiotic and the feeble-minded who still remain therein.

Your Committee calls attention to the fact that the Civil Service Commission has placed a number of the almshouses of the State under the operations of the Civil Service Laws. This will doubtless lead toward betterment in the administration of these institutions, but there is no reason why the principal employees in all the almshouses of the State should not be placed under Civil Service rules, have the benefit of their protection, and be stimulated thereby to higher ideals of public service. It is fortunate for the State that the public officers charged with relief under the Poor Laws are as a rule of high character and ability, but because the county superintendents, keepers of almshouses and subordinate officers are competent and faithful is a good reason why they should be relieved of all fear of change through politics.

Respectfully submitted,

SIMON W. ROSENDALE,  
WILLIAM R. REMINGTON,  
RALPH W. THOMAS,

*Committee.*



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**REPORT**  
**TO THE**  
**STATE BOARD OF CHARITIES**  
**ON THE**  
**ALMSHOUSES, PUBLIC HOSPITALS AND OTHER PUBLIC**  
**CHARITABLE INSTITUTIONS**  
**Maintained by the City of New York,**  
**Which are Located in the First Judicial District.**  
**BY**  
**WM. R. STEWART,**  
**Commissioner, First Judicial District.**

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## REPORT OF THE ALMSHOUSES AND HOSPITALS IN THE FIRST JUDICIAL DISTRICT.

### *To the State Board of Charities:*

The public charitable institutions in the First Judicial District which comprises the boroughs of Manhattan and The Bronx are under the supervision and management of the Department of Public Charities of the city of New York, and the Board of Trustees of Bellevue and Allied hospitals. The latter body is intrusted with the management and control of Bellevue, Harlem, Gouverneur and Fordham hospitals. The other public charitable institutions in this district, together with those in the boroughs of Kings and Richmond, and referred to in the report to the Board, of the Commissioner from the Second Judicial District, are under the department of Public Charities.

Your Commissioner respectfully reports that he has, during the calendar year covered by this report, visited and inspected all of the municipal charitable institutions comprised within the limits of the First Judicial District and that they have been visited by other Commissioners of the Board on occasion; also, that these institutions have been inspected by the Board's almshouse inspector, whose detailed reports of each inspection have been submitted to the Board.

The magnitude of the work involved in the care of the poor, sick and unfortunate of the city of New York is indicated by the fact that in the institutions under the two heads named there were on the last day of 1906, 9,620 inmates for whose care and well-being, an army of 2,473 employees, exclusive of the administrative forces in the central offices, were then engaged. Of these inmates, 6,903 were maintained in institutions in Manhattan and the Bronx. The expense of this work reached the sum of \$2,868,629.99, exclusive of the care of dependents at public expense in private and State institutions.

In the opinion of your Commissioner, the institutions for the poor, sick and unfortunate of the city have never been better managed or equipped than at present, and the general condition, including the care and treatment of the inmates and patients, is excellent.



While there are defects in equipment in most of the institutions, and in some of them certain defects of management which require correction, many improvements have been made during the year — some of these in accordance with recommendations of the State Board of Charities — and zeal has been shown by the heads of the city departments and by most of their subordinates in securing further betterment.

A marked but desirable increase in the expenditures for salaries and wages and for supplies and contingencies over previous years is noted. This increase is due in part to larger numbers cared for and improved conditions in the service, although a higher prevailing rate of wages and an increase in the cost of supplies have contributed to this result.

The general work is hampered by the inefficiency of a large number of the hospital helpers and other attendants and employees. The usual wages allowed — \$10 to \$20 per month — are insufficient to attract capable men and women, and frequent changes are a result. Instead of paying this low sum for employees, many of whom are dissipated or incapable, the departments should pay a larger sum which should be increased with length and efficiency of service. If this plan were carried out, not only would there be more satisfactory care of the inmates due to the higher grade of help that could thereby be secured and to the lengthened term of service resulting, but a saving in cost of maintenance would be effected owing to the fact that fewer employees would be necessary.

Several important building operations have been in progress during the year, including additions or changes in almost every branch, and entirely new plants for Fordham and Harlem hospitals. Appropriations made for 1907, for much needed improvements and additions to the institutions under the Department of Public Charities of the city of New York, include \$707,000 for institutions in the First Judicial District, in addition to about one-third that sum for institutions in the boroughs of Brooklyn and Richmond.

A general summary of the organization and conduct of the public charitable work of the district is presented under the following heads:

I. The Department of Public Charities of the city of New York.

1. General office and bureaus.

2. Municipal Lodging House.
  3. New York City Home for the Aged and Infirm,  
Manhattan Division.
  4. City Hospital.
  5. Metropolitan Hospital.
  6. Children's hospitals and schools.
- II. Department of Bellevue and Allied Hospitals.
1. Bellevue Hospital.
  2. Gouverneur Hospital.
  3. Harlem Hospital.
  4. Fordham Hospital.

The public charitable institutions maintained by the city of New York which are located in the boroughs of Brooklyn and Richmond are considered in the report of the Commissioner of the Board from the Second Judicial District in which those boroughs are included.

## DEPARTMENT OF PUBLIC CHARITIES OF THE CITY OF NEW YORK.

Hon. ROBERT W. HEBBERD, *Commissioner.*

Hon. RICHARD C. BAKER, *First Deputy Commissioner.*

Hon. JAMES J. McINERNEY, *Second Deputy Commissioner.*

At the beginning of the year 1906, Hon. Robert W. Hebbard was appointed by Mayor McClellan to the responsible position of head of this department. Under the administration of Commissioner Hebbard, each division has been greatly improved and in some instances an entire reorganization has been effected. A more careful inspection of the quality of foods supplied to the department has been maintained and a decided improvement in the diet of the inmates of the institutions is shown. By general orders issued from time to time affecting officers, employees, physicians, surgeons and attendants, the duties of each have been more clearly defined. The spirit of the Civil Service Law and the merit system has been upheld and the city of New York has occasion for gratification in the greatly increased usefulness of these institutions, as well as in the assurance that as great a degree of economy is practiced as is consistent with thorough work. The favorable report of the work of this department is still more agreeable because of the fact that Commissioner Heb-

berd was for more than nine years preceding his appointment to this work the Secretary of the State Board of Charities.

### *1. General Office and Bureaus.*

The general office of the department is located on the dock at the foot of East 26th street, Manhattan. A branch office in charge of the Second Deputy Commissioner is located at 327 Schermerhorn street, Brooklyn, and an office at St. George, borough of Richmond, is in charge of a Superintendent. No offices are maintained in the boroughs of Queens or The Bronx, and considerable inconvenience is experienced because of the long distance from some parts of these two boroughs to an office of the department.

The Bureau of Dependent Adults and the Children's Bureau are very important divisions of the department, and in Manhattan, separate offices are given over to their use.

#### *Bureau of Dependent Adults.*

GEORGE W. MEEKS, Superintendent.

Location, at the entrance to the pier at the foot of East 26th street, Manhattan.

This bureau examines and places in institutions adult applicants for relief, furnishes sick and destitute persons with transportation to their homes, commits—pending examination—alien, nonresident and State poor persons, institutes proceedings in insanity, bastardy and abandonment cases, and commits children to Randall's and Blackwell's Islands.

Important changes in the Court Fund Division and the Registration Division place those branches upon a more business-like basis. In the former where the receipts and disbursements were more than \$150,000 during the year, a reorganization of the force has been effected and a modern system of accounting has been inaugurated. The Registration Division, which investigates and keeps the records of adult public dependents who are inmates of private institutions, has also been reorganized and placed in charge of a Registrar. There is need of more examiners in this vision to investigate the cases promptly and thoroughly.

By a larger cooperation of this bureau with the State Board of Charities in the matter of the removal of nonresident and alien public dependents a greatly increased number of those persons

have been referred to the State Board. Transportation to their homes in other states and countries, was furnished by the state in 314 of these cases in the year 1906, resulting in a great benefit to the individuals as well as a saving to the city and State for their maintenance in the public institutions.

Other work performed by this bureau includes the issuing of passes to visitors to department institutions located on Blackwell's and Randall's Islands and the administering of outdoor relief to the adult blind.

The quarters of the bureau are frequently crowded; they are poorly lighted, and poorly ventilated, and should the number of employees that are really needed here be secured, additional room would be a necessity.

The East 26th Street Morgue and the East 120th Street Morgue are under the supervision of this bureau. Changes recently made in the refrigeration system of the former have improved the sanitary conditions. The latter is in a low frame building used in part as a waiting-room for the Randall's Island boats. The refrigeration system here needs to be thoroughly overhauled.

#### *The Children's Bureau.*

F. E. BAUER, Superintendent.

Location, 66 Third avenue, Manhattan.

This was formerly known as the "Bureau of Dependent Children." It has charge of applications for public relief for children. Each case is investigated by an examiner of the bureau and the children accepted are sent to proper institutions, hospitals or homes for care.

Children proposed to the bureau for care at public expense in 1906, numbered 7,425. After investigation 2,386 of these were accepted, or 32 per cent. of those proposed. Annual reinvestigation of all charges cared for in institutions at public expense is made as provided by law and such discharges as are warranted by circumstances are made. The records of this bureau show 12,087 children being cared for in private institutions at the expense of the city at the close of 1906. This record does not include those on the books of the Children's Bureau, Brooklyn, which number more than 6,000. Parents who can do so are required to make part payments for board and care of their children. The sum collected in 1906, was \$29,659.73, an increase over previous years.

Foundlings and abandoned or orphaned infants coming under the care of the Department of Public Charities are cared for by a joint committee of the State Charities Aid Association and the Association for Improving the Condition of the Poor, or by the Guild of the Infant Saviour, on behalf of the department.

*The East 26th Street Dock and the Steamboat Service.*

Boats leave the dock at the foot of East 26th street three times each day carrying to the department institutions on Randall's and Blackwell's Islands, visitors, or persons committed to the institutions, as well as provisions and general supplies.

On June 1st of this year an assistant dietitian was placed on the dock to pass upon the quality of certain classes of food supplies.

The use of the dock is shared with the Department of Correction. Should that department be able to secure another dock for its exclusive use, which seems most desirable, the confusion experienced here at certain hours of the day would be eliminated.

A ferry service should be established under the direction of the Department of Public Charities between the East 86th street dock and the Metropolitan Hospital. Means should also be provided for direct communication between Long Island City or Astoria and the island institutions. Patients from that section must now be taken a long distance to the Cumberland Street Hospital or the Kings County Hospital.

During the greater part of the year the department steamer "Thomas S. Brennan," through the employment of additional help by the commissioner, was kept in readiness to transport firemen and apparatus to Randall's or Blackwell's Island should a fire occur in any of the institutions located there.

*2. Municipal Lodging House, New York City.*

WILLIAM C. YORKE, Superintendent.

Location of present building, 398 First avenue, Manhattan.

Bed capacity 304. Average daily census 122. Employees, December 31, 1906, 17.

Total expenditures for 1906, \$25,738.91.

Location of new building, East 25th street, near East river.

Bed capacity about 700.

The lease on the old building has been renewed for 1907, as the new building is not completed. Three stories of the iron and brick work are erected except on the northeast corner of the plot, where quicksand and seepage have delayed the necessary pile work for foundations. The contract for the new building was let for \$273,900. An additional appropriation of \$25,000 has been made for the equipment of a large fumigation plant for clothing in the new building.

The building now in use is sometimes crowded and is poorly suited for the needs, but it is kept clean and does good service to the extent of its capacity.

It is intended to limit the service of this institution as far as possible to assisting men and women of the working class who are out of employment. Tramps and vagrants are strictly dealt with. An employment bureau is conducted, and medical attention is given to the sick applicants.

### 3. *New York City Home for the Aged and Infirm, Manhattan Division.*

ROBERT ROBERTS, Superintendent.

Located on Blackwell's Island.

Capacity for inmates, 2,613.

Average daily census, 2,460.

Employees December 31, 1906, 201.

Total expenditures in 1906, \$259,941.18.

The most important change made in the personnel of this home during the year was by the appointment on December 7th of a deputy superintendent. This was a new place which was created because of the pressing necessities of this large and growing institution to which the superintendent and the steward found it physically impossible to give the attention that was required. Since May 15, 1906, a graduate nurse has had supervision of the hospital wards at night. These appointments have resulted in a greatly improved hospital service. A special feature of the work here now is the care given the eyes of the inmates and the supplying of glasses to those who need them.

This home conducts an excellent industrial department, several shops being established where the labor of those inmates capable of doing light work in special lines is utilized. The shops turn out work not only for the almshouse, but for the steamboats, the 26th street offices and other branches of the department.

The following list of the shops together with the number of unpaid workers in each is given to show the development of the labor department:

Blacksmith shop, 4; tinsmith shop, 1; carpenter shop, 9; paint shop, 7; laundry (new), 34; laundry (old), 16; tailor shop, 19; sewing room, 70; wire mattress shop, 1; locksmith shop, 1; cooper shop, 1; hospital bandage shop, 3; shoemaker's shop, 8; upholstery shop, 1; broom factory, 4; laboring gang, 144; total inmates employed in organized work, 323. Others are, of course, required to work as they are able about the buildings and premises.

The buildings except several small frame structures and the old laundry, are generally in good condition. The department intends to abolish all frame buildings which are a menace to the stone or brick structures of the several institutions, as rapidly as new buildings to replace them can be provided.

Improvements made in 1906, include cement floors in the men's day room and on the ground floors of the men's and women's barracks. The interiors of the four hospital wards have been painted and metal ceilings furnished. Ward L, has been reclassified and now contains male epileptics, paralytics and the helpless aged. The crippled men formerly in this ward occupy part of blind ward 1. The food service has been improved by providing two wagons adapted to ready distribution of hot foods from the main kitchen to the several buildings. The grounds are now lighted by gasoline lamps, and the watchman's services are checked by portable time clocks. Proposed new buildings are five in number:

1. A day room for men, to replace the frame "Klondike" now used. Estimated cost, \$25,000.

2. A day room for women. Estimated cost, \$25,000.

3. Reception pavilion for men, including bath rooms and other appurtenances. Estimated cost, \$30,000.

4. Reception pavilion for women, similarly furnished. Estimated cost, \$30,000.

5. An operation pavilion with connecting corridors, to be located between the hospital buildings. Estimated cost, \$25,000.

Other improvements urgently needed at this home are:

1. New hospital pavilion and an out-patient building.

2. Enlargement of the laundry facilities.

3. Better quarters for the internes.

4. Improved walks connecting all buildings.

5. Exterior painting of many of the buildings and balconies.

4. *City Hospital, Blackwell's Island.*

JAMES D. LAMB, Superintendent.

Bed capacity, 702. Average daily census, 632. Employees December 31, 1906, 222. Total expenditures, \$192,224.79.

The buildings are in good condition and are mainly stone or brick structures. The principal buildings are the main hospital buildings with annexes, maternity hospital, Strecker Memorial Laboratory, dormitories for employees, boiler house and laundry. The building occupied by the New York City Training School for Nurses is adjacent to the City Hospital.

An important improvement commenced at this hospital during the year was the construction of a new Women Helpers' dormitory with a capacity of 87 beds. The completion and occupancy of this dormitory will permit the use for patients of wards now occupied by employees. Other recent improvements are the completion of the boiler house and three temporary frame pavilions, the opening of neurological and isolation wards in the annex, the erection of an additional tubular fire escape on the main hospital, and minor improvements in equipment.

It is planned to remove from the main hospital building the kitchens, dining rooms and general service department and the quarters of the superintendent and the medical staff by the erection of detached buildings for these purposes. This would provide room for about 200 additional patients at a cost of \$200,000, which is the sum appropriated for the new buildings. This provides new beds for patients at a rate of \$1,000 a bed, while the cost of new construction for hospital purposes seldom falls below \$2,500 a bed in the city. The appropriation is divided as follows:

For superintendent's residence .....	\$20,000
For residence for medical staff.....	55,000
For storehouse and service building.....	125,000

The old boiler house is to be fitted up as a sorting room for the laundry, and the shops now in cellars will be located in the second old boiler house, which is near the main building.

Other greatly needed improvements at the hospital are:

1. A dormitory for convalescent patients.
2. A better location for the operating room.



3. A new maternity hospital building to replace the old wooden structure, which is not only inadequate, but because of its flimsy construction, is a serious fire menace to the other buildings of the group.

5. *Metropolitan Hospital, Blackwell's Island.*

GEORGE T. STEWART, M. D., Superintendent.

Total capacity, 1,187. Average daily census, 1,168. Employees December 31, 1906, 369. Expenditures, \$310,919.26.

The buildings are well grouped and located on the north end of Blackwell's Island. The structures are stone or brick, except a few frame pavilions and tents, the latter being used in connection with the Tuberculosis Infirmary of the Department of Public Charities, which is a part of the Metropolitan Hospital. The Nurses' Home is near the main building.

Recent improvements:

The infirmary building has had interior and exterior painting and steel ceilings are provided. The tents used in the outdoor treatment of tuberculosis patients have been repaired and connected by enclosed passageways. Two tubular fire escapes have been added to the men's infirmary and the women's infirmary has new windows and sashes. The new dormitory for men helpers, now nearly completed, is a three-story brick building with a cellar. This is a much needed improvement.

A notable increase has been made in the staff of the nurses and employees at the tuberculosis infirmaries. In 1903 there was a ratio of 21 patients to each nurse or orderly. There is now one nurse or orderly for each 11 patients. The dietary at the Tuberculosis Infirmary has been much improved.

Contemplated improvements:

Appropriations of \$250,000 have been made to provide a new and larger Nurses' Home and Training School, which is estimated to cost \$200,000, and a wing for the present Nurses' Home, which will then be used throughout as a dormitory for women employees; the change is estimated to cost \$50,000. The wooden pavilions, which disfigure the north end of the island, will be removed as soon as possible. Two have already been demolished.

The location of the small leper colony at this hospital seems undesirable although it is claimed that the disease is not communicable in this climate. A more remote situation is recommended.

Increased facilities for the care of tuberculosis patients are much needed. The two buildings for this class of patients, together with the adjacent tents, have a normal capacity of 533 beds, which was much exceeded during a part of the year. Owing to the delay in awarding the contract for the proposed Sea View Hospital on Staten Island, caused by proceedings in court, and in view of the constantly growing demand, the erection of additional buildings to care for tuberculosis patients is one of the most urgent needs of the department.

The present service building is badly located, and out of repair. It lacks proper storage and refrigerating capacity and is otherwise unsuitable for the purpose of this large and growing hospital.

A reception building, which should provide for the bathing and examination of incoming patients, and the fumigation of their personal effects, should be provided. The laboratory, autopsy and morgue equipment is deficient, and a new building properly furnished for the purpose is needed.

6. *New York City Children's Hospitals and Schools, Randall's Island.*

MRS. MARY C. DUNPHY, Superintendent.

Bed capacity for inmates, 1,564. Average daily census, 1,335. Employees December 31, 1906, 399. Total expenditures for 1906, \$292,711.16.

This institution consists of three divisions, the Children's Hospital for Skin, Eye and other Diseases, the School for Feeble-Minded, and the Custodial Asylum for Idiots. Nearly 900 children are found in the two last named divisions while more than 500 are in the hospital. A day school for normal children who are at the hospital is provided. This school had a daily average attendance during 1906, of 267.

One of the principal improvements during the year was the reconstruction and enlargement of the men helpers' dormitory. This was originally erected with cells for the workhouse help, and was not only uncomfortable, but unhealthful as well. Its use still further enhanced the difficulty of obtaining reliable helpers. The reconstructed building has a bed capacity of 150 with ample lavatory facilities for the employees.

The hospital building has had extensive exterior renovation. The building used formerly for the band has been remodelled and

is now a Protestant Episcopal chapel. Many minor improvements and changes have been made in equipment.

The general condition of the buildings is satisfactory, though some of the pavilions are old structures which will soon need replacing. The buildings, except the hospital, are over-crowded and enlarged facilities are required. The Infants' Hospital has been discontinued and its wards are devoted to the uses of the Children's Hospital.

The general management is efficient. An assistant superintendent has recently been appointed, and a dietitian is employed for service at this institution, which should insure a better dietary as well as better general care of food.

**Contemplated improvements:**

There has been appropriated \$42,000 for the erection of five water towers to contain toilets, bath rooms and lavatories in the girls' dormitory No. 2, old pavilion F, and the building called Ward 15. When an appropriation is secured it is planned to erect a hospital building for the mentally infirm. The present buildings used for this purpose are old and inadequate.

**The principal needs are:**

1. A hospital building for the mentally infirm.
2. Two additional pavilions, one for the inmates of the school for feeble-minded, and one for the inmates of the custodial asylum.
3. A new industrial school.
4. A nurses' home and the establishment of a training school.
5. A new dormitory for women helpers.
6. The enlargement of the laundries.
7. A new ice house.

*7. Training Schools for Nurses.*

In connection with its hospitals in Manhattan and Brooklyn the Department of Public Charities maintains training schools for nurses, which are under the license and supervision of the State Department of Education.

*The New York City Training School for Nurses.*

Miss MARY S. GILMOUR, Superintendent.

Location, on Blackwell's Island, adjoining the City Hospital which it supplies with nurses. The Nurses' Home is a three-story stone structure, with wings four stories high.

This school now also supplies trained and pupil nurses to Gouverneur, Harlem and Fordham Hospitals, distributed for service on December 31, 1906, as follows:

Six trained nurses, 48 pupil nurses, 8 probationers, 3 male orderlies, at City Hospital; 1 trained nurse, 18 pupil nurses, at Gouverneur Hospital; 1 trained nurse, 13 pupil nurses, at Harlem Hospital; 1 trained nurse, 10 pupil nurses, at Fordham Hospital; 1 pupil nurse on vacation.

*The Metropolitan Hospital Training School for Nurses.*

MISS JANE M. PINDELL, Superintendent.

This is in connection with the Metropolitan Hospital and Tuberculosis Infirmary. The Nurses' Home is located near the main hospital. A new home is to be erected and the present one used for women employees, as the present building is entirely inadequate for training school and dormitory purposes for nurses.

Permanent nurses are hired for service in the infirmary wards. Pupil nurses are permitted, but not required, to serve in the infirmary two weeks only in each year.

The school included on its list of officers and employees:

Officers, 2; supervising nurses, 2; trained nurses, 6; male nurses, 6; head pupil nurses, 5; pupil nurses, 51; probationers, 6; permanent nurses, 39; orderlies, 41; matron, 1; paid helpers, 33; unpaid help, 1; clinical assistants, 2.

*Architectural Survey Needed.*

There is a generally recognized need for larger facilities in the public charitable institutions of the city. This need will be met by the erection of new buildings from year to year. Such extensive operations should be carried on only along a well defined and comprehensive plan, having in view the location and character of the several buildings proposed, both as related to other buildings of the group, and as related to the entire system. It is therefore recommended that an architectural survey of the entire grounds under the control of the Department of Public Charities be authorized, and that a lay-out be made showing the location of present buildings and making recommendations for future building operations.

DEPARTMENT OF BELLEVUE AND ALLIED  
HOSPITALS.

JOHN WINTERS BRANNAN, M. D., *President.*

S. T. ARMSTRONG, M. D., *General Medical Superintendent.*

This department of the New York City government has supervision of Bellevue, Gouverneur, Harlem and Fordham Hospitals, all of which are emergency hospitals for the treatment of acute medical or surgical cases.

This control is vested in the "Board of Trustees of Bellevue and Allied Hospitals," dating from February 1, 1902, when section 692 of the charter of the City of New York became effective, and the jurisdiction of the Department of Public Charities over these hospitals ceased.

By far the greater number of the patients treated in these emergency hospitals belong to the same class as those dependents who receive treatment or care in the hospitals and institutions of the public charities department. The removal of these hospitals from the jurisdiction of the Department of Public Charities has resulted in an overlapping of interests which concern both departments. A waste by duplication of sub-departments results. Through division of direction, which allows failure to fix responsibility, the interests of the taxpayers and the best interests of the poor have not been conserved. The Board of Trustees of Bellevue and Allied Hospitals has supplied efficient medical and surgical services in hospitals, but has not always shown economy in expenditures, nor due regard to the pauperizing effect, or tendency, of free treatment unnecessarily bestowed. Payment has seldom been collected from nonresident patients, though the charter of the city directs such collection to be made. No investigation of the circumstances of voluntary applicants is made, with the result that nonresidents claiming to reside in New York receive free treatment at the expense of the taxpayers of the city, and residents owning property, or otherwise able to pay for hospital relief, can readily secure free treatment. Persons taken to Bellevue and the Allied Hospitals when injured or sick, and proving to have money or property, however willing they may be to pay for their treatment, have not been allowed to do so; whereas payment should be accepted in all cases where the patient is able and willing to pay.

As is so frequently the case with city work, the new hospitals have not been completed according to contracts. The work of construction has lagged, and two of the contracts are nearly or quite two years behind the time specified for their completion, and are not yet done. The trustees have objected to complying with the statutory requirement of submission of plans for new buildings to the State Board of Charities and, pending the judicial determination of the question of the State Board's jurisdiction, claim exemption from the operations of this law. Expensive buildings have therefore been erected without the benefit of the experienced criticism of the State Board. The buildings already disclose defects in arrangement which are recognized by the board of trustees themselves.

### 1. *Bellevue Hospital.*

Dr. S. T. ARMSTRONG, *General Medical Superintendent.*

Miss ANNA GOODRICH, *General Superintendent of Training School.*

A general hospital for acute diseases, with wards for alcoholic patients, sick prisoners and the examination of the alleged insane.

Location, 26th to 28th streets, First avenue and East River.

Present capacity for patients, including Emergency Hospital — for Maternity cases — located at 223 East 26th street, 1,013. Average daily census for the year 1906, 804 patients. Number of employees December 31, 1906, 654, including 3 officers, 47 resident physicians, 189 nurses, 15 probationers, and 400 other employees.

The buildings in use are chiefly stone or brick structures. The main buildings are old. General repairs are well made.

The hospital is overtaxed in many wards to accommodate the patients, the total number of these being nearly equal to the total bed capacity, due regard being given to essential classification of patients by sex, age and classes of diseases.

The nursing force needs to be increased, without waiting for the erection of new buildings for nurses' schools. The nurses are now overworked to the point of breaking down in health, and their duty periods are lengthened and vacations curtailed to meet the imperative demands of the service.

The number of other employees is entirely out of proportion to the number of patients. A higher grade and better paid force of employees would be economical, as it would permit a very material reduction in the force to be lodged and fed.

Plans are ready for a new and larger Bellevue, and construction of pavilions A and B, which will finally form the southeast wing of the new main hospital group, is well advanced.

## 2. *Gouverneur Hospital.*

Miss JESSIE ALMA STOWERS, Supervising Nurse.

An emergency hospital for acute diseases.

Location, Gouverneur Slip and East River.

Present capacity for patients, 100. Average daily census during 1906, 69 patients. Total number of employees December 31, 1906, 93, including 1 supervising nurse, 7 resident physicians, 19 nurses and 66 other employees.

The new wing, interior remodeling and improved equipment, all nearly completed, will effect a great extension of the service which can be rendered by the hospital in this crowded section of Manhattan.

The poor contract work which has been done in making these improvements and the great delay in the completion of the work, have been brought to the attention of the board of trustees by the State Board of Charities. The inspection report to the Board showed that over three years have elapsed since the contract for this work was let to John R. Sheehan and Company, for \$301,290 to be completed in 540 consecutive calendar days. The contract provides that \$100 per day should be forfeited by the contractor as liquidated damages for overtime. This forfeit has not been enforced and the work has dragged along in spite of the efforts of the architect, the construction inspector and the board of trustees to have it hastened. The work itself is very poor, interior painting, woodwork, trim, flooring, plastering and finish, all being defective and careless workmanship, and the construction reports show that the whole work has been slighted and done with poor materials.

Notwithstanding the protests of the architect, he claims to have been instructed by the corporation counsel to certify to the partial payments on the contract as they fell due, with reductions in amount to offset any defective work. This became increasingly difficult as time elapsed, and, should the contractor default at this time, the city would be a heavy loser.

The manner in which the contract for the Gouverneur hospital extension has been executed and the existing building repaired

is discreditable to the city government, and the new building is inferior in design and construction to that first erected.

### 3. *Harlem Hospital.*

MISS SARAH A. GAINSFORTH, Supervising Nurse.

Location, 120th street and East river.

New buildings at 136th street and Lenox avenue, not yet in use.

Present capacity for patients, 50. Average number of patients during the year, 47. Employees, December 31, 1906, 65, divided as follows: Supervising nurse, 1; resident physician, 6; nurses, 14; other employees, 44.

The buildings in use are frame structures.

The new buildings at 136th street and Lenox avenue are practically completed, and are about to be examined for final acceptance.

The general construction work is good, though there has been great delay in executing the contracts by the contractors of the main hospital, the Carlin Construction Company, to whom the contract was let for \$329,900. This contract is almost two years overtime after allowing for extras, and no collection of forfeit for overtime has been made, though the loss to the city of the use of this large hospital for two years has been heavy, and renewed leases of the 120th street property have been necessary.

The total cost of the hospital, including power building, ambulance house and morgue, will be somewhat over the appropriation, which was \$613,000.

The Board of Trustees of Bellevue and Allied hospitals cannot be held responsible for the original acceptance of the plans for this hospital, and they have changed them in many respects, usually for the better, but several important features are disappointing in result. The iron balconies for convalescents, an added feature, are not of good design, and have rusted and streaked the brick work.

There is much loss of valuable space through the introduction of extra stairways and elevators, three of each being provided, while two might have served, as the buildings are of fireproof construction. The fire escapes are too steep and narrow, and open from windows instead of from doors. The windows of wards, toilets and bathrooms, facing residence flats on all sides, are now of clear glass. The elevator shafts have open grill work



permitting sound, dust, and — in case of fire — smoke, to circulate from floor to floor.

#### 4. *Fordham Hospital.*

MISS C. E. GRAY, Supervising Nurse.

Location, Aqueduct avenue, near 190th street, borough of the Bronx.

New buildings on Croton avenue, near Pelham avenue, not yet in use.

Present capacity for patients, 50. Average daily census for 1906, 50. Employees December 31, 1906, 44, including 2 officers, 4 resident physicians, 10 nurses, and 28 other employees.

The new buildings are just completed, and the furniture is being received.

The appropriation available for this new hospital was \$651,250. Contracts for plumbing, heating, lay-out of grounds, drug room and supervision, excluding preliminary expenses, charged the fund January 1, 1907, with \$609,038.26, and including preliminary expenses \$646,254.50. The balance available at that date therefore was \$4,995.50.

The buildings include the main hospital, nurses' home, power house and laundry building, and ambulance and stable buildings. The hospital is well planned and well constructed. The completion of the contracts on this work are about six months overdue. The time for their completion was set for July, 1906.

The attention of the board of trustees has been called to some minor defects in the finishing of the building, which will, no doubt, be remedied. In the power house, the "balancers" need a protecting railing, as they are near an entrance door, where a misstep might prove fatal. The tanks on the roof of the wings should be housed to add to the appearance and prevent the liability to freezing in severe weather.

#### 5. *Training Schools for Nurses.*

The department maintains excellent schools for male and female nurses in connection with the Bellevue hospital and the Emergency hospital. The service will extend to the new hospitals as they are opened for patients. The old hospitals allied with Bellevue are served by nurses from the New York City Training School.

The Bellevue training schools graduated over fifty nurses in 1906. The opportunities for thorough training are unexcelled, though the rapid growth of the hospitals has entailed heavy work on the nurses, both graduates and pupils.

*Cost of Maintenance.*

The Bellevue and its allied hospitals have a larger number of emergency cases than come under the care of the Department of Public Charities. The character of the cases, however, does not account for the wide difference in the per capita cost of maintenance. The following table is intended to show the cost to the city of New York of maintaining public charges in the several municipal hospitals located within the First Judicial District, and particularly the comparative cost in the hospitals under the Board of Trustees of Bellevue and Allied hospitals and the Department of Public Charities, respectively:

**MUNICIPAL HOSPITALS IN THE BOROUGH'S OF MANHATTAN AND THE BRONX.**

*Comparative table of expenditures for the fiscal year ending September 30, 1906.*

HOSPITALS.	Whole number of patients treated. All public charges.	Number remaining October 1, 1906.	Daily average during the year.	Cost of maintenance.	Per capita weekly cost.
<i>Bellevue and its allied hospitals.</i>					
Bellevue.....	26,729	761	808	\$481,810 53	\$11 46
Fordham.....	1,318	57	51	32,166 83	12 16
Harlem.....	3,614	35	48	35,391 64	14 13
Gouverneur.....	2,850	51	71	63,619 99	17 18
<i>Hospitals under Department of Public Charities.</i>					
City.....	6,770	541	656	194,684 48	5 71
Metropolitan.....	8,305	991	1,097	306,849 11	5 38
Children's Hospital and Schools.....	2,484	1,418	1,314	287,006 36	4 20

Respectfully submitted,  
**WILLIAM R. STEWART,**  
*Commissioner, First Judicial District.*



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**REPORT**  
**OF THE**  
**VISITATION OF ALMSHOUSES**  
**AND**  
**OTHER PUBLIC CHARITABLE INSTITUTIONS**  
**IN THE**  
**SECOND JUDICIAL DISTRICT.**

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## REPORT OF THE VISITATION OF ALMSHOUSES AND OTHER PUBLIC CHARITABLE INSTITUTIONS IN THE SECOND JUDICIAL DISTRICT.

### *To the State Board of Charities:*

The Commissioner for the Second Judicial District has the honor to report as follows concerning the condition of the almshouses and other public charitable institutions in his district. The Commissioner has kept in touch with all the public institutions in his district through personal visits, correspondence with their officers and close scrutiny of the reports of the Board's inspectors.

The principal improvements during the past year are the completion and occupation of the new hospital building at the Rockland county almshouse, and the erection of new barns at the Poughkeepsie city almshouse. Important alterations have been made to improve the interior of the almshouses of Newburgh city and of Suffolk and Orange counties.

New hospital buildings or greatly improved facilities for the care of the sick are being planned in Orange and Suffolk counties and in Newburgh and Poughkeepsie city almshouses.

The administration of the public charitable institutions was satisfactory during the year. Although many improvements were made, there remain needs of importance in most of the almshouses, for which the boards of supervisors of the several counties should make provision, as recommended by the State Board of Charities.

Several institutions still use oil lamps for lighting. This is a dangerous method in buildings where the inmates are old and feeble, and gives unsatisfactory service. The ventilation is poor in some of the almshouses. Where chief dependence is placed on windows, the ventilation is sure to be poor, for almshouse inmates are noted for their antipathy to open windows. The water supply is one of the most important considerations affecting institutions. Almshouses especially need an abundance of pure water for general use. It should be delivered in quantity and pressure sufficient for use in fighting fire. Storage tanks located in the attics of the buildings supplied do not fill the needs, either as regards

supply or pressure. Many of the institutions need better drainage or better plumbing equipment. The general health is seriously endangered by neglect of these matters. In some of the institutions the plumbing and toilet equipment is so defective as to constitute a nuisance.

Laundry and bathing facilities are inadequate at several almshouses. The use of steam laundering machinery is a very great improvement over old methods in institutional work. The work is done much better and far more easily with steam laundry machinery. Shower baths are recommended as being more sanitary and giving much quicker service.

Full compliance with the rules of the State Board of Charities in regard to fire protection and means of escape is strongly urged. The necessary equipment is not very expensive. While the Board believes in economical administration of institutions, it is regarded as mistaken economy to risk lives and valuable property through neglect to provide simple and effective means for protection from fire dangers.

It is a matter for congratulation that so many almshouses are providing adequate hospital equipment for the care of inmates who need special care. Suitable hospital rooms and capable nursing save many lives. They also make more comfortable the last days of the aged. With careful management they do not excessively increase the cost of maintenance of the poor, as they provide for some of those who were formerly sent to private hospitals, as well as for those already in almshouses, who become sick.

Tramps are no longer given refuge at most of the almshouses of the State. The law provides for their proper treatment by the police departments. They are not dependent poor and have no claim on the poor fund for relief. The boards of supervisors, in the few counties where entertainment is still afforded tramps at the almshouses should adopt and enforce a resolution excluding tramps.

The almshouse system in Nassau county is poor. Town almshouses are provided, one for the town poor of Hempstead, and one for the town poor of the towns of North Hempstead and Oyster Bay. The charges who are county poor are either relieved in their homes or boarded by contract with the town almshouses, or else with a private institution at Amityville. A county almshouse is needed in Nassau county, where the county and town

poor alike would be gathered in one institution. The maintenance charges would be reduced and the quality of service greatly improved by such consolidation. The population of the county almshouse, if established, would be between 70 and 100 persons, who could be very well cared for at the same cost as is now paid for the poor care given in the small and antiquated town almshouses.

### REVIEW OF INSPECTION.

#### Dutchess County Almshouse, Millbrook, N. Y.

Capacity, 150. Estimated value of buildings, \$80,000.

The New York State cottage plan is followed in the arrangement of the four brick buildings, which are connected by enclosed corridors. The residence of the superintendent of the poor is on the premises, but in a detached frame building. All the buildings are in good condition.

The farm contains 103 acres, valued at \$3,000.

Improvements include painting, interior plastering and woodwork in the men's building; repairs to plastering throughout all buildings; outside painting of superintendent's residence; providing fly screens for all windows, and enlarging water main from the spring to the reservoir. Further painting is planned.

#### *Census.*

	Males.	Females.	Total.
Number of inmates.....	64	18	82
Children under 2 years old.....	..	..	..
Children between 2 and 16 years...	..	..	..
Number of blind.....	1	..	1
Number of deaf-mutes.....	..	1	1
Number of feeble-minded.....	4	..	4
Number of idiots.....	..	..	..
Number of epileptics.....	..	1	1
Persons over 70 years old.....	20	10	30

The needs are: A steam laundry; additional employees, including nurse and institution cook; outside hydrants; occupation of hospital departments for the sick; and outside iron fire escapes.

The State Board of Charities record of inmates should be kept as required by section 138 of the Poor Law.



**Hempstead Town Almshouse, Hempstead, N. Y.**

Capacity, 40. Estimated value of buildings, \$8,000.

The almshouse is a frame building three stories high. It is located about two miles from Hempstead. There is also a small cottage for isolation of cases of contagious disease. The buildings are old but in good repair.

The only improvement is exterior painting. Lighting by electricity is being considered.

The farm contains 60 acres, worth about \$20,000 on account of its favorable location.

*Census.*

	Males.	Females.	Total.
Number of inmates.....	21	4	25
Children under 2 years old.....	..	..	..
Children between 2 and 16 years...	..	..	..
Number of blind .....	..	..	..
Number of deaf-mutes.....	..	..	..
Number of feeble-minded.....	2	1	3
Number of idiots.....	..	..	..
Number of epileptics.....	..	..	..
Persons over 70 years.....	5	3	8

One inmate is a county charge.

The principal needs are: Additional hose for fire use; extension of stair fire escapes to the ground; repairs to barns and outbuildings; a safer method of lighting; equipment and use of the shower baths; and a cold storage room.

**North Hempstead and Oyster Bay Town Almshouse, "Jones Institute," East Norwich, N. Y.**

Capacity, 50. Estimated value of buildings, \$7,000.

The almshouse is three miles from Oyster Bay, and is a frame two-story building, with basement and attic. The general condition of the building is good, though the floors and stair treads are much worn.

The farm contains 70 acres, worth about \$8,000.

No improvements are reported.

*Census.*

	Males.	Females.	Total.
Number of inmates.....	23	9	32
Children under 2 years of age.....	..	..	..
Children between 2 and 16 years...	..	..	..
Number of blind.....	1	..	1
Number of deaf-mutes.....	..	..	..
Number of feeble-minded.....	1	..	1
Number of idiots.....	..	..	..
Number of epileptics.....	..	..	..
Persons over 70 years.....	5	5	10

Of the inmates present five are county charges.

Needs: A better supply of water for fire protection; a central heating plant; a better lighting system; new beds and chairs; a better dietary and enlarged dairy; and repairs to floors, stairs; and sills.

#### **Newburgh City and Town Almshouse, Newburgh, N. Y.**

Capacity, 125. Estimated value of buildings, \$40,000.

The brick almshouse buildings are two, or two and a half stories high. The main building, administration building, men's dormitory and women's dormitory, are attached structures. All are in good condition.

The farm contains about 74 acres, estimated to be worth \$75,000. The general equipment, except for the care of the sick, is satisfactory. The laundry, however, includes only hand apparatus.

#### **Recent improvements:**

The yards for inmates have been newly graded and fenced. The women's building has been improved by the erection of a substantial piazza, with connecting stairs, opening from the different floors. Interior painting of plastering and woodwork throughout. The barns and sheds have been painted, and a new brick shop for shoe shop, paint room and reception bathroom is being built.

It is planned to paint the exterior and add a story to the men's building to provide suitable hospital rooms for men. A fire escape or outside piazza will be built on the men's building.

*Census.*

	Males.	Females.	Total.
Number of inmates.....	66	53	119
Children under 2 years old.....	1	..	1
Children between 2 and 16.....	..	..	..
Number of blind.....	2	1	3
Number of deaf-mutes.....	1	..	1
Number of feeble-minded.....	2	..	2
Number of idiots.....	1	..	1
Number of epileptics.....	2	1	3

Needs: Better hospital facilities and nurses for the sick; a steam laundry; shower baths for men; and the State Board of Charities record of inmates should be kept as required by section 138 of the Poor Law.

**Orange County Almshouse, Orange Farm, N. Y.**

Capacity, 175. Estimated value of buildings, \$60,000.

The main buildings are three stories high and are connected by a stone building two stories high. The buildings are stone or brick structures. A detached building is used for senile male inmates. The superintendent's residence is a new frame cottage located across the road from the other buildings. The general condition of the buildings is good.

The farm contains 263 acres, worth about \$20,000.

Recent improvements:

The superintendent has occupied the new residence built last year. The grounds about the cottage are neatly graded and an artistic stone fence is constructed next the road. A new bakery and portable oven was arranged in the basement. Metal ceilings were placed in the new bakery and hall. A new range and water boiler were placed in the hospital kitchen. The cow stables were improved and two automatic Drew carriers supplied for cleaning them.

It is planned to improve the hospital facilities by raising and remodeling the detached stone building and arranging it for use by tuberculosis patients, and by providing surgical rooms in the men's hospital. Additional machinery is to be provided for the laundry and new hose for the outdoor hydrants. Electric lighting will probably be supplied.

*Census.*

	Males.	Females.	Total.
Number of inmates.....	92	38	130
Children under 2 years old.....	2	1	3
Children between 2 and 16 years...	..	..	..
Number of blind.....	6	..	6
Number of deaf-mutes.....	..	..	..
Number of feeble-minded.....	5	14	19
Number of idiots.....	..	..	..
Number of epileptics.....	1	2	3
Persons over 70 years old.....	45	11	56

The chief needs are: Better hospital facilities; electric lighting; forced ventilation; additional laundry equipment; outside iron fire escapes; a reel for fire hose; additional employees for nursing service and institution cooking; and a central kitchen.

**Poughkeepsie City Home, Poughkeepsie, N. Y.**

Capacity, 125. Estimated value of buildings, \$85,000.

There are three brick residence buildings, three stories high, in good condition. The laundry building is detached.

The old barns and outbuildings were removed and the lawn extended where they stood. A new barn and stable costing \$5,300 was built and is very well arranged and well constructed. A new shed, 22 x 42, partly enclosed, was built by the superintendent. The barns and outbuildings were all well painted. Ground is broken and the excavation made for the new detached hospital building, which is to be a gift to the institution by a public spirited citizen.

The farm contains 30 acres and is worth about \$11,500.

*Census.*

	Males.	Females.	Total.
Number of inmates.....	31	30	61
Children under 2 years old.....	3	..	3
Children between 2 and 16 years...	..	..	..
Number of blind.....	..	3	3
Number of deaf-mutes.....	..	..	..
Number of feeble-minded.....	2	..	2
Number of idiots.....	..	..	..
Number of epileptics.....	..	1	1
Persons over 70 years.....	15	15	30

Needs not provided for: Fire escapes, and a metal sterilizer.

**Putnam County Almshouse, Carmel, N. Y.**

Capacity, 75. Estimated value of buildings and farm, \$20,000.

The almshouse is a three-story frame structure in good exterior condition. The interior walls need painting and some floors need renewal. A detached cottage one story high is used for the care of senile males and those having contagious diseases. It is in very poor condition.

No improvements are reported.

The farm contains 200 acres.

*Census.*

	Males.	Females.	Total.
Number of inmates.....	11	4	15
Children under 2 years.....	..	..	..
Children between 2 and 16 years...	..	..	..
Number of blind.....	1	..	1
Number of deaf-mutes.....	..	..	..
Number of feeble-minded.....	..	1	1
Number of idiots.....	..	..	..
Number of epileptics.....	..	..	..
Persons over 70 years old.....	4	3	7

Needs: A safer lighting system; outside iron fire escapes; a reservoir of water at sufficient elevation to give good pressure and equipment of the institution with hydrants, standpipes and hose; sanitary toilet and bathing accommodations in the detached cottage; and an attendant for men.

**Rockland County Almshouse, Viola, N. Y.**

Capacity, 130. Estimated value of buildings, \$50,000.

There are three brick buildings, all in good general condition. The men's building is three stories high. The three-story administration building contains also the women's dormitory department. The detached hospital building is well built and is fully occupied. The men have the ground floor and the women the upper floor.

**Improvements:**

The new hospital was occupied about December 1, 1906. Two new steel and masonry tanks are provided for the water supply,

each holding 70 barrels and are located in the ground near the buildings. A gasoline pump forces air into the tanks, giving adequate pressure for all purposes. Concrete porches have been added to the buildings.

The farm contains 47 acres, worth \$4,700. The number of employees is too small for the needs.

*Census.*

	Males.	Females.	Total.
Number of inmates.....	60	34	94
Children under 2 years.....	..	1	1
Children between 2 and 16 years....	..	..	..
Number of blind.....	1	1	2
Number of deaf-mutes.....	..	..	..
Number of feeble-minded.....	2	2	4
Number of idiots.....	..	..	..
Number of epileptics.....	..	..	..
Persons over 70 years.....	25	17	42

Needs: A central service building, with corridors connected with the dormitory buildings; a safer lighting system; shower baths for men; a steam laundry; removal of cesspool in use from proximity to the hospital; fire escapes; additional helpers for the farm and house work and care of the inmates; better ventilation in the dormitory buildings; completion of interior renovation where needed, particularly on the third floor, and the stairs in the men's building.

**Suffolk County Almshouse, Yaphank, L. I.**

Capacity, 200. Estimated value of buildings, \$40,000.

The main building is a three-story frame structure, with basement, with rear wings and extensions for dormitory and service departments. A detached hospital building, a frame structure, is two stories high. The buildings are in good repair, are well painted and in good order. The grounds are very attractive.

*Recent Improvements.*

Steel wall covering and ceilings were put in several rooms and halls. The kitchen was enlarged and other interior changes made. New stables were arranged, and the large water tank painted.

A new hospital building for women is planned, the present hospital, used now for both sexes, to be retained for men. Improved drainage and provision of indoor flush closets are under consideration.

The farm contains 600 acres, worth \$40,000.

*Census.*

	Males.	Females.	Total.
Number of inmates.....	75	63	138
Children under 2 years of age.....	..	..	..
Children between 2 and 16 years...	..	..	..
Number of blind.....	7	1	8
Number of deaf-mutes.....	1	..	1
Number of feeble-minded.....	13	33	46
Number of idiots.....	..	..	..
Number of epileptics.....	1	..	1
Persons over 70 years.....	27	26	53

Needs: A safer lighting system; enlarged hospital facilities; flush water closets and improved drainage; a steam laundry; shower baths; improvement to fire escapes.

**Westchester County Almshouse, Eastview, N. Y.**

Capacity, 500. Estimated value of buildings, \$107,500.

There are five almshouse buildings, four of them being connected, and, in addition, two detached hospital buildings. The general condition of the buildings is good, though the almshouse buildings are very old and not well arranged. The hospital buildings are for general medical and surgical work and for tuberculosis cases. A rear department of hospital No. 2 is for contagious diseases. The small nursery for infants is a very poor building.

*Improvements.*

New rear walks and porches were built. Additional laundry machinery was installed. The sanitary conditions are being improved by a new location for the piggery and by a new sewerage disposal plant. It is planned to remove the old sheds from their proximity to the hospital.

*Census.*

	Males.	Females.	Total.
Number of inmates.....	280	83	363
Children under 2 years.....	3	1	4
Children between 2 and 16 years...	..	..	..
Number of blind.....	4	2	6
Number of deaf-mutes.....	..	1	1
Number of feeble-minded.....	5	2	7
Number of idiots.....	..	..	..
Number of epileptics.....	8	2	10
Persons over 70 years.....	56	20	76

The important needs are: Balconies and an elevator in hospital No. 1; a morgue; extension of electric lighting throughout; improved mixer in shower baths; better bath and toilet rooms for women; removal of old sheds and barn which are too near the hospital; removal of the unsanitary cells which are used for punishment; better nursery building; fire escape on the almshouse dormitories; and new floor in the laundry ironing room.

**Children's Home for the City and Town of Newburgh,  
Newburgh, N. Y.**

The three story brick and concrete building is on High street, in the city of Newburgh. Recent improvements include outside painting and furnishing of pictures for the rooms.

The governing body is the Board of Almshouse Commissioners of the city and town of Newburgh, through their Children's Home committee.

*Census.*

	Boys.	Girls.	Total.
Number of children present.....	14	13	27
Children between 2 and 5 years....	1	2	3
Children between 5 and 12 years...	12	9	21
Children between 12 and 16 years..	1	2	3

Needs: Better fire protection, including standpipes, extinguishers, and establishment of fire drill. The fire escapes should extend to the ground and be enclosed with wire mesh. Additional furniture and furnishings are needed. The Public Health Law is observed in part only, and quarantine is not strict. Single beds should replace the double beds in use.



**Children's Home, Middletown, N. Y.**

The Home is a brick building two stories high, with attic and cellar. A rear extension is a frame structure. No improvements of note are reported. The buildings are in good repair but are somewhat crowded and do not provide rooms for the children who are sick. The home is under the direction of the superintendent of poor.

*Census.*

	Boys.	Girls.	Total.
Number of children present.....	32	10	42
Children between 2 and 5 years....	7	3	10
Children between 5 and 12 years...	22	7	29
Children between 12 and 16 years..	3	..	3

Needs: Full compliance with the Public Health Law; stand-pipes, fire drill and iron stair fire escapes; an addition to the building for hospital and quarantine; additional school supplies; and the discarding of all double beds.

**Suffolk County Children's Home, Yaphank, L. I.**

The institution is under the direction of the superintendent of the poor. The building is a three-story frame structure, with basement and attic, and is in good repair.

Improvements include interior painting, new roller window shades and the purchase of some new beds and mattresses.

*Census.*

	Boys.	Girls.	Total.
Number of children present.....	24	19	43
Children between 2 and 5 years....	2	9	11
Children between 5 and 12 years...	18	6	24
Children between 12 and 16 years..	4	4	8

The principal needs are: Better fire protection and additional fire escape; establishment of fire drill; a safer lighting system; additional school equipment and supplies; better equipment of the play and reading rooms; and isolated rooms for quarantine.

**Kings County Hospital, Flatbush, Brooklyn.****New York City Home for the Aged and Infirm, Brooklyn Division.**

**JOHN F. FITZGERALD, M. D., General Medical Supt.**

These institutions, which care for most of the public dependents of Kings and Queens counties, are adjacent, under one management, and have common service in many features. Their needs are also intimately related.

The main hospital building is in good condition. It needs exterior painting, as do the two detached brick buildings to the left; one used by the medical staff and one by women employees.

The renovated building now used as a children's hospital is in good condition.

A new building is available for isolation of cases of contagious diseases.

The Nurses' Home is in good condition. It is not large enough to provide room for all the nurses who are needed to meet the growing demands of these institutions and the other dependent institutions served by them. A new training school should be provided and the present building could then be used for employees' dormitory, who are now very poorly provided for in one-story frame buildings, with bulkhead partitions.

The bakery and laundry are comparatively new buildings. Both are too small for the needs.

The new storehouse is commodious and well arranged.

The detention pavilion for observation and examination of insanity cases is well arranged. It has two floors, one for men and one for women.

The pathological building and morgue is too small and is very old.

A new industrial building is needed. The shops are now too prominently located, as well as old and too small.

In the almshouse group the women's dormitory, three stories high, with basement, is in the front. It is also supplied with hospital departments for aged women inmates. This building is quite old but in fair condition. Its plumbing and ventilation is defective. Verandas are enclosed with glass to provide additional dormitory and day rooms, but the building is still overcrowded.

The men's barracks are in a large building to the rear. It contains hospital rooms for chronic cases of disease among the male inmates. *Both dormitory and hospital rooms are over-*

crowded. The number of floor beds in use in the winter often reaching the number of 200.

The neurological hospital, to the right of the women's building, is old and so much weakened that its continued use is dangerous. This building should be torn down. Patients, 148 in this building and 142 in the almshouse hospital rooms, 290 in all, should have other provision made for their care. An annex to the Long Island State Hospital for the Insane, a building capable of accommodating about 400 patients, has recently been returned to the city. This building adjoins the Kings County Hospital on the right, and should be remodeled and used for hospital purposes.

Recent improvements include: Completion of the isolation pavilion; remodeling of the children's hospital building; completion of the coal shed; repairs to nurses' home; and interior and exterior painting and improvements to grounds and drives.

#### *Contemplated Improvements.*

Appropriation of \$40,000 has been made for a new morgue and mortuary chapel and of \$26,000 for additional boilers and changes in the pipe lines and to provide additional radiators in the wings of the hospital. There has been appropriated \$18,000 to install a fire-proof stairway and an elevator and fire-proof landings in the men's dormitory at the almshouse.

It is also planned to secure appropriation for a building or repairs to the State building above referred to, to provide additional room for patients and inmates. Many minor changes will be made as soon as funds are available, including change in motive power for elevators from hydraulic to electric power.

#### *Ventilation and General Condition.*

The almshouse buildings are poorly ventilated and need a forced draft system. The hospital ventilation is also defective in operation.

The general condition as to care and cleanliness of the institutions is good, except that additional helpers, especially in the nursing force, are needed. The plumbing throughout the almshouse buildings is inadequate.

The food supplies are of good quality throughout, and are properly stored and issued under careful supervision. A dietitian is employed to look after the proper service in this department.

The almshouse kitchens are poorly located in basements and are so small and badly floored. A domestic service building is needed, *milar to the one provided for the hospital.*

The system of records kept at the almshouse is not entirely adequate. The State Board of Charities record of inmates has not been maintained, and a card index showing only the inmates actually present is needed. This work is in charge of an inmate, where an employed clerk is needed, who could have such assistance from competent inmates as he requires.

The presence of consumptive patients at the hospital is to be criticised, as no proper rooms for their best care are available, and those in use are not isolated.

A complaint from the secretary of the New York Association for the Blind, Miss Winifred Holt, alleging improper conditions at the almshouse as to cleanliness and care of inmates, was investigated. It was found that the complaint was not well founded in most respects, though improvement in the care of the persons of some of the aged women inmates is desirable. At least double the number of nurses should be employed in the hospital wards of the almshouse and neurological hospital.

*Census.*

	Males.	Females.	Total.
Patients, Kings County Hospital.....	369	162	531
Inmates, Home for the Aged, Brooklyn			
Division .....	896	618	1,514
	<hr/> <hr/>	<hr/> <hr/>	<hr/> <hr/>

**Cumberland Street Hospital (Homeopathic), Brooklyn.**

JOHN F. FITZGERALD, M. D., General Medical Superintendent.

C. B. BACON, M. D., Superintendent.

Capacity for patients, 202. Number present December 31, 1906, 173.

The Cumberland Street Hospital is under the general supervision of the general medical superintendent of the institutions of Brooklyn and Queens boroughs. It draws its supplies, drugs and provisions from the general stores at the Kings County Hospital.

The buildings are in good general repair, but need exterior painting. The buildings include the main hospital, a five-story brick structure, with a rear extension four stories high, a nurses' home four stories high, connected with the main building by enclosed corridors, and a detached brick building two stories high, containing the stable, ambulance station, morgue and laboratory.

*Recent Improvements.*

Stamped steel ceilings on the ground floor and top floor rooms of the main building. Wire mesh inclosure for the outside iron stairway leading from the top balcony to the roof garden. A new fireproof electric elevator. Two new horse-power boilers. Interior painting. New flooring in storeroom and new dry racks for the laundry.

The hospital is well equipped, but is much overcrowded. Additional land should be acquired, as the present plot is fully occupied, and new buildings erected to provide for nurses' school and home, house for the officers and staff, and a general service building. The removal of these departments from the present structure would provide additional rooms for patients sufficient to double the present capacity, at a cost of about \$200,000, which is about half the cost per bed usually allowed for entirely new construction. Appropriation of this amount has been asked for by the Commissioner of the Department of Public Charities, but has not yet been granted. The need for extension of the hospital is great.

*Hospital Census.*

Resident staff and officer's family.....	9
Training school superintendent.....	1
Head nurses .....	4
Pupil nurses .....	22
Employees (24 unpaid helpers included).....	102
Patients (18 children included).....	173

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The dispensary department treats about 1,700 cases each month and the ambulance answers about 200 calls each month.

Additional nurses and a better grade of hospital helpers are needed in this hospital.

The present nurses' home erected in 1848 is an old structure of brick and wood, with tin sheathing and is in poor condition.

**Bradford Street Hospital, Brooklyn.**

JOHN F. FITZGERALD, M. D., General Medical Superintendent.

MISS ADA NEWBOLD, Supervising Nurse.

Bed capacity, 8. Patients present December 31, 1906, 4.

This hospital is conducted as a branch of the Kings County Hospital, and serves East New York as an emergency hospital and

dispensary. The hospital is a brick building, two stories high, with basement. The building is old and was not erected for hospital purposes. The arrangement is poor and the accommodations entirely inadequate for both the hospital and dispensary service.

With enlarged capacity the hospital could care for many more patients than are now admitted, saving many patients in critical condition the long ambulance trip to the Kings County Hospital, and withdrawing this rapidly growing section of the city from its contribution to the overcrowding of that hospital.

No improvements of note have been made this year.

The resident force of officers and employees includes the supervising nurse, assistant nurse, two internes, a cook, waitress, three hospital helpers (male), ambulance driver and stable man.

Attending physician's services are on call from the Kings County Hospital.

The dispensary treats an average of more than 1,000 cases a month. The ambulance answers about 125 calls a month.

The food, drug and general supplies are furnished from the Kings County Hospital. The general care of patients and condition of the building as to cleanliness are satisfactory.

### **Coney Island Reception Hospital.**

**JOHN F. FITZGERALD, M. D., General Medical Superintendent.**

Bed capacity, 22. Whole number treated, 122.

This is an emergency hospital and dispensary, a branch of the Kings County Hospital, open only during the summer season from May 1 to September 30.

Appropriation of \$200,000 has been made for the erection of new buildings which shall provide a suitable hospital for the permanent residents and large summer population of this district. The new buildings proposed will include a main hospital building, nurses' building, power house, helpers' building, morgue and stable.

The site for these proposed buildings is on Ocean parkway and contains about 25½ acres. This property has been acquired by the city under condemnation proceedings, at an expense, including costs, of \$116,237, subject to certain mortgages, liens and unpaid taxes aggregating a large amount. This amount is sought to be charged upon the Department of Public Charities, which has no

funds appropriated to pay for the property, and had not requested its purchase, so that the claim against the property was referred by the Commissioner December 15, 1906, to the Corporation Counsel's office for advice.

During the five summer months of 1906 the Coney Island Reception Hospital was served by officers and employees as follows: One supervising nurse, one assistant nurse, two pupil nurses, five hospital helpers, one cook. The average daily number of patients during the season was 16.

The dispensary treated about 700 cases a month.

The ambulance calls numbered 137 a month.

### **New York City Farm Colony, Staten Island.**

HENRY JETTER, Superintendent.

Location, about two miles from Castleton Corners, Staten Island.

Capacity for inmates, 325. Number present December 31, 1906, 273.

The main group of buildings comprises the almshouse for Richmond borough and includes separate buildings for men and women inmates, storehouse, superintendent's residence and pavilion for insanity examinations. These are all in good condition except the storehouse, which is an abandoned dormitory building in very bad condition. The detention pavilion is also poorly planned, though a new structure.

In a separate group, about one-fourth mile from the main group, are the cottages A, B, and C, each providing room for about fifty inmates, designed to afford relief for aged married couples and other worthy dependents who do not need hospital care and whose relief is not required on account of their own fault. These inmates are transferred from the several almshouses of the department, and the continuance of their support at the cottages depends on their good behavior.

#### *Recent Improvements.*

New fire escapes of excellent construction have been placed on the cottages. The roads and lanes have been widened and improved. Cottage C has been occupied. The general office has been opened in the men's building. Old sheds and outdoor toilets have been removed. Three old frame buildings have been torn down. Many interior repairs and additions to the equipment have been made.

*Contemplated Improvements.*

Appropriation of \$25,000 has been made to erect a cottage for employees' dormitory. Repairs will also be made to the interiors of the three cottages, where the plastering is badly cracked.

*Census at Latest Inspection.*

Census.	Males.	Females.	Total.
Number of inmates.....	193	90	283
Children under 2 years old.....	..	2	2
Children between 2 and 16 years.....	..	..	..
Number of feeble-minded and idiots...	11	2	13
Persons over 70 years old.....	53	32	85
Employees, officers and family.....	20	19	39

The hospital rooms set aside for the sick are not adequate and the nursing force is poor. A detached hospital building is needed, with competent nurses in charge.

The character of helpers available at the low wages paid by the department is poor. A better class of assistants is needed at this almshouse. The food supplies and dietary are satisfactory, though rather too much difference is observed in the dietary at the cottages and at the almshouse, where the diet is not so well varied nor nearly so extensive.

The principal needs are: A hospital building and resident nurses; interior repairs to plastering in the cottages; a central steam heating plant for the cottages; forced ventilation in the men's dormitory; metal sheathing for the insanity pavilion; removal of old storehouse, and a better water pressure for fire protection.

**The Kings County Hospital Training School for Female Nurses.**

This school supplies nurses to the Kings County Hospital, almshouse hospital wards, Neurological Hospital, Children's Hospital, the Bradford Street Hospital and Coney Island Reception Hospital.

There are connected with the school 2 officers, 1 supervising nurse, 10 trained nurses, 39 pupil nurses and 6 probationers.



**The Cumberland Street Hospital Training School.**

This serves the hospital at which it is located. There are in the school 1 superintendent, 4 trained nurses and 23 pupil nurses.

These two schools for nurses connected with the Brooklyn hospitals of the Department of Public Charities, offer exceptional advantages in training to prospective nurses, as the hospitals with which they are connected have full medical and surgical facilities, maternity departments, children's wards and other branches of hospital service offering full experience in all classes of nursing. Their location in the city of New York renders them desirable professionally. There is need, however, of enlarging the schools, which have not kept pace with the growth of the hospitals, so that enough nurses are not at hand to fully handle the work without overtaxing the nurses.

**Sea View Hospital, Staten Island.**

The property owned by the city of New York, on the south side of Manor road, township of Castleton, borough of Richmond, has been set apart as a site for the proposed Sea View Hospital, for the care of incipient tuberculosis patients. Building permits for the eight ward buildings proposed were issued September 18, 1906. October 12, 1906, bids were opened for the construction work, but the lowest bid was in excess of the estimate, so that all bids were rejected. On the same date an injunction was filed against the Department of Public Charities and also against the Comptroller, forbidding the awarding of the contract for the Sea View Hospital. On November 27, 1906, the Commissioner of Public Charities requested the corporation counsel to expedite as much as possible the proceedings to dissolve the injunction.

The proposed location is an excellent one for hospital purposes, commanding a view of the Atlantic from the vicinity of the highest ground on Staten Island. The sum of \$2,500,000 is to be expended in establishing this institution, which will have beds for 800 patients. The sum of \$800,000 is already appropriated.

Respectfully submitted,

AUGUSTUS FLOYD,  
*Commissioner, Second Judicial District.*

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**REPORT OF VISITATION**  
**OF THE**  
**ALMSHOUSES IN THE THIRD JUDICIAL DISTRICT.**

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## REPORT OF VISITATION OF THE ALMSHOUSES IN THE THIRD JUDICIAL DISTRICT.

### *To the State Board of Charities:*

Your Commissioner for the Third Judicial District of the State desires to present the following report of the visitation of almshouses in his district during the past year.

There are eight almshouses in this district, six of them being county institutions; one, the Albany Almshouse, being a city institution used also by the county and towns, and one the Kingston City Almshouse, being strictly a city institution.

The Commissioner and the Superintendent of State and Alien Poor have paid several visits to each almshouse in recent years, and they have been regularly inspected the past year by the Board's almshouse inspector. The general administration may be said to be satisfactory and the inmates to be comfortably cared for. The present defects refer to some feature of equipment or to the lack of sufficient employees to care properly for the institutions. Many of the needs indicated below for the several almshouses will be seen to refer to the lack of complete protection from the dangers from fire, or to refer to the need for adequate hospital facilities.

It is the purpose of the State Board of Charities that its visits and inspections shall be helpful and suggestive, rather than unnecessarily harsh. Conditions are sometimes such that some drastic action must be taken by the Board to safeguard the interests of the public or to protect the inmates of the institutions. In such cases — fortunately, rare ones — the experience of the Board may be trusted to guide it to the proper remedy.

The recent investigation conducted by the Board in the matter of alleged abuses at the Rensselaer County Almshouse and the resulting changes for the betterment of that institution have been detailed in the main report of the Board.

The helpful influence exercised by the State Board of Charities over the almshouses may be seen from the fact that so many radical improvements at its suggestion have been made in recent years. Almshouses were, formerly, the homes for insane, defectives, dependent children, the aged and infirm poor, and a recognized refuge for tramps. Largely through the influence of the Board, they are now restricted, as far as the capacity of the State

institutions permits, to the care of the aged and infirm. The buildings formerly were poorly constructed, badly arranged and possessed few facilities for sanitary care of the inmates. Now, the large and comfortable buildings are well arranged and usually have good provision for heating, lighting, water supply, drainage, laundry, bathing and ventilation. Detached hospital buildings, connected with the almshouse group are rapidly being provided throughout the State. The favorable public sentiment which permits expenditures for these purposes in institutions has been fostered by the State supervision, while most of the individual improvements were provided by the local authorities on the direct recommendation of the State Board of Charities.

#### *Fire Protection.*

Only one or two of the almshouses of this district have thorough provision for protecting the buildings and the inmates from the dangers from fire.

The provision of fire escapes is especially needed at almshouses where the inmates are aged and helpless. The location of almshouses at a distance from any organized fire department, as is the case in most counties, places the institutions on their own resources in the event of fire. The resident officers and employees are usually few, and means of exit should, therefore, be plenty and ready for use. The use of oil lamps should be discontinued in those almshouses which do not now provide a safer lighting system. Manufactured gas or electric lighting gives far better service and removes the danger from fire from the use of oil lamps where so many are incompetent to handle them.

#### *Disposition of Infants.*

In some counties of the district the superintendents do not follow the best course in providing for illegitimate children born at the almshouses. The acceptance of such children as permanent town or county charges until they grow up is usually unnecessary. Where the mothers of such children have had previous good character, the mother and child should be retained at the almshouse as the law permits, until such time as they may be properly discharged together, when a good situation at service is not hard to obtain for the mother, accompanied by her child. This course, unless the mother is clearly incompetent, physically or morally, *to care for a child*, is better for public morality, better for the

mother, for the child, and saves the town or county the expense of maintenance of children. Where this course cannot be taken, efforts should be made to provide a free family home for the child, by adoption or otherwise, rather than by sending all such children to institutions. Placing out children entails more work and demands trained oversight, but it is a far better method for the children, and results in a large saving of public funds where it is employed. The number of children supported in institutions in this State by public funds is slowly increasing and is out of proportion to the population as compared with other states. The number should be reduced by careful placing out of children.

### REVIEW OF INSPECTION.

#### Albany City and County Almshouse, Albany, N. Y.

Capacity, 250. Estimated value of buildings, \$75,000.

There are six brick buildings, all two stories high except men's dormitory No. 1, which is three stories high. The hospital, superintendent's residence and service buildings are in good condition. The dormitory buildings, three in number, are old and in poor condition. Dormitory No. 2 for men is especially worn and unsafe.

The farm contains eighty acres, worth \$120,000 on account of its location.

#### *Census.*

	Males.	Females.	Total.
Number of inmates .....	206	67	273
Children under 2 years old.....	..	2	2
Children between 2 and 16 years.....	..	..	..
Number of blind ..	..	..	..
Number of deaf-mutes ..	..	2	2
Number of feeble-minded ..	5	5	10
Number of idiots ..	..	..	..
Number of epileptics ..	..	..	..
Number of persons 70 years old.....	44	28	72
Number of State poor ..	2	.....	2

#### *Recent Improvements.*

At the hospital exterior brickwork has been painted and interior walls repaired. At the almshouse interior walls were repaired and

a new hogpen and henhouse built. The barns for which appropriation was reported last year were built and occupied.

The needs are: New dormitory buildings, connected by enclosed corridors with the service building; fire escapes on the dormitories; exterior painting of dormitories; a larger dairy; trained nurses for the hospital; and an institution cook should be employed.

#### Columbia County Almshouse, Ghent, N. Y.

Capacity, 160. Estimated value of buildings, \$40,000.

The buildings are brick structures. The main building has three stories. The hospital is two stories high. There is also a detached cottage for male negroes and transients. The buildings are in good repair.

The farm contains 190 acres, worth \$10,000.

The chief improvement during the past year is the provision of electric lighting throughout. The erection of fire escapes has been authorized by the supervisors.

#### *Census.*

	Males.	Females.	Total.
Number of inmates .....	88	40	128
Children under 2 years old.....	..	1	1
Children between 2 and 16 years.....	..	..	..
Number of blind .....	1	1	2
Number of deaf-mutes .....	..	1	1
Number of feeble-minded .....	9	8	17
Number of idiots .....	..	..	..
Number of epileptics .....	..	2	2
Persons over 70 years old.....	32	17	49

The pressing needs for improvement are: Fire escapes on the main building, and an additional male attendant.

#### Greene County Almshouse, Cairo, N. Y.

Capacity, 100. Estimated value of buildings, \$20,000.

The main building is a two-story brick structure. A detached frame building, two stories high, is used as a dormitory for male defectives and those having chronic diseases. The buildings are in good condition. The paint has peeled from the brick building.

The farm contains 188 acres, worth about \$10,000.

*Recent Improvements.*

The only improvements of importance are repainting the tin roof and painting of floors in the main building.

*Census.*

	Males.	Females.	Total.
Number of inmates .....	24	31	55
Children under 2 years.....	..	..	..
Children between 2 and 16 years.....	..	..	..
Number of blind . . . . .	..	1	1
Number of deaf-mutes . . . . .	1	..	1
Number of feeble-minded . . . . .	..	3	3
Number of idiots . . . . .	..	..	..
Number of epileptics . . . . .	..	1	1
Persons over 70 years old.....	14	15	29

The needs are: Fire escapes; a steam laundry; an isolation cottage for contagious diseases; exterior painting; an icehouse; a bread oven, and a more varied dietary.

• **Rensselaer County Almshouse, Troy, N. Y.**

Capacity, 375. Estimated value of buildings, \$75,000.

The buildings are brick, two-story structures. The attic story, above the men's department, is used as a dormitory. There are two small annex buildings used as hospitals, one for each sex, but they do not afford room for all the sick nor for proper classification of patients. The tuberculosis patients cannot be secluded. The buildings are in good repair.

The farm contains 160 acres, worth about \$40,000 on account of its location.

*Recent Improvements.*

The basement toilet-rooms for men are being refitted with new flush closets. Brass nozzles for the standpipes have been supplied.



*Census.*

	Males.	Females.	Total.
Number of inmates .....	192	97	289
Children under 2 years.....	..	1	1
Children between 2 and 16 years.....	..	..	..
Number of blind.....	2	3	5
Number of deaf-mutes.....	..	..	..
Number of feeble-minded . . . . .	3	3	6
Number of idiots .....	..	..	..
Number of epileptics .....	..	..	..
Persons over 70 years.....	44	26	70

The needs are: A detached county hospital building; ceiling of stamped metal in the dormitory rooms; a system of forced ventilation; a larger dairy and a silo; and additional nurses, one for each sex.

**Schoharie County Almshouse, Middleburgh, N. Y.**

Capacity, 50. Estimated value of buildings, \$15,000.

The almshouse, located about two miles from Middleburgh, is a frame structure, two stories high, with basement. The general condition as to repairs is good. The men's dormitory department is somewhat too small. The almshouse is clean and comfortable. As recommended by the State Board of Charities, a paid cook has been employed to do the institution cooking. The number of employees is still too small. The supervisors are preparing plans for the erection of a detached hospital cottage. Shade trees were planted. The reception of tramps is discontinued.

The farm contains 60 acres, worth about \$2,500.

*Census.*

	Males.	Females.	Total.
Number of inmates .....	18	11	29
Children under 2 years.....	1	..	1
Children between 2 and 16 years.....	..	..	..
Number of blind . . . . .	2	1	3
Number of deaf-mutes . . . . .	..	..	..
Number of feeble-minded . . . . .	1	..	1
Number of idiots . . . . .	..	..	..
Number of epileptics . . . . .	..	1	1
Persons over 70 years old.....	4	4	8

The needs are: A detached hospital building (provided for); storage rooms for clothing; shower baths; repairs to kitchen and range; cold storage room; additional helpers; better ventilation; and a detention room for insanity cases.

**Sullivan County Almshouse, Monticello, N. Y.**

Capacity, 60. Estimated value of buildings, \$70,000.

There are three frame buildings, two of which are in good condition. The main building contains the keeper's residence, the dining rooms for inmates and the women's dormitory. The men's dormitory is detached and is located on a slight elevation to the rear of the main building. An old building in bad condition is used in part for storage, and on the lower floor as a dormitory for idiotic and senile males.

The board of supervisors contemplates the removal of the almshouse to a better and more accessible farm. The present farm contains 100 acres, worth about \$3,000.

Improvements since the last report include: Building a root cellar, providing a hand railing from the men's building to the dining room, and improving the ventilation in the men's dormitory building.

*Census.*

	Males.	Females.	Total.
Number of inmates.....	25	18	43
Children under 2 years.....	..	..	..
Children between 2 and 16 years.....	..	..	..
Number of blind.....	..	1	1
Number of deaf-mutes.....	..	..	..
Number of feeble-minded.....	..	2	2
Number of idiots .....	4	..	4
Number of epileptics.....	1	..	1
Persons over 70 years.....	9	4	13

If the present site is retained, the improvements needed are: A steam laundry and new laundry building; better quarters for idiots and senile males; removal of old buildings; a safer lighting system; better fire protection; a cold storage room; clothing store rooms and a telephone.

**Ulster County Almshouse, New Paltz, N. Y.**

Capacity, 125. Estimated value of buildings, \$71,500.

The buildings are brick two-story structures, connected by an enclosed corridor. The central administration building is occupied by offices, keeper's residence and employees' dormitory rooms. The men's building, to the right, contains also the general dining rooms and kitchen. The women's building is to the left. The power building contains the heating, lighting and laundry plants. The buildings are in excellent condition, though the interior wall finish is poor. An entirely new force of employees has been gradually obtained.

*Improvements.*

Since the last report the renovation of the men's building was completed, and the equipment of the power building finished. A new icehouse and cooler was provided; new stables for cattle; a new hay barn built; new sills in horse barn; enclosing and planting shade trees in a yard for women; additional radiators in men's sitting room; electric lighting in barns; interior painting of walls in the administration and women's buildings and in the men's dining room.

The farm contains 220 acres, worth about \$10,000.

*Census.*

	Males.	Females.	Total.
Number of inmates .....	52	19	71
Children under 2 years old.....	1	1	2
Children between 2 and 16 years.....	..	..	..
Number of blind.....	1	..	1
Number of deaf-mutes.....	..	..	..
Number of feeble-minded .....	7	6	13
Number of idiots .....	..	2	2
Number of epileptics .....	1	1	2
Persons over 70 years.....	25	8	33

The needs are: A new hospital building; fire escapes on the dormitory building; and discontinuance of reception of tramps.

**Kingston City Almshouse, Kingston, N. Y.**

Capacity, 90. Estimated value of buildings, \$45,000.

The brick almshouse building is two stories high, with attic and basement. The wings of the building project slightly toward the

front, forming a half court at the entrance. The building is in good general repair, but the interior stairs are old and of a very poor pattern, while the interior plastering is sadly in need of paint.

The farm contains 52 acres, worth on account of the location about \$15,000.

*Recent improvements.*

A detached laundry building was built, containing a complete steam laundry plant. The outdoor closets were removed and additional flush closets provided in the main building. The barns and outbuildings were repaired and are now in good condition. A new bake shop was arranged.

*Census.*

	Males.	Females.	Total.
Number of inmates.....	28	19	47
Children under 2 years.....	..	..	..
Children between 2 and 16 years.....	..	..	..
Number of blind.....	1	..	1
Number of deaf-mutes.....	..	..	..
Number of feeble-minded.....	1	1	2
Number of idiots .....	..	..	..
Number of epileptics.....	..	..	..
Persons over 70 years.....	9	9	18

The needs are: New interior stairs of fire-resisting construction, replacing the spiral stairs by straight flights with landings; outside iron fire escapes; additional liquid chemical extinguishers; interior painting; and shower baths.

Respectfully submitted,

SIMON W. ROSENDALE,  
*Commissioner, Third Judicial District.*



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**REPORT**  
**OF THE**  
**VISITATION OF ALMSHOUSES IN THE FOURTH**  
**JUDICIAL DISTRICT.**

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## REPORT OF THE VISITATION OF ALMSHOUSES IN THE FOURTH JUDICIAL DISTRICT.

### *To the State Board of Charities:*

During the year 1906, I have personally visited most of the almshouses of my district, in company with the Acting Secretary of the Board, Dr. Robert W. Hill. In addition, regular inspections of all the almshouses have been made by the Board's almshouse inspector.

Many improvements recommended by the State Board of Charities have been made, and the general care of the inmates continues to be good. There are still some defects in equipment in several of these institutions in such important matters as water supply, fire protection or means of escape, ventilation, or hospital accommodations. For one or more of these defects several of the almshouses are rated in the third class.

### *Buildings.*

In the counties of Clinton, Fulton, Montgomery, Schenectady, and Washington, the buildings are arranged on the New York State cottage plan. These are the more recently erected almshouses. The Clinton county group is not yet completed, though most of the work is done, and it is expected that the new buildings will be occupied by inmates by the early spring of 1907.

In the other counties of the district, except Warren county, the buildings are of brick construction and in good condition. The Warren County Almshouse is inadequate for the comfort and proper care of the poor, and should be rebuilt.

### *Hospitals.*

Three of the institutions are provided with detached hospital buildings. These are in Saratoga, Schenectady and Washington counties. The superior care which can be given the sick in special hospital buildings and the better classification of inmates that is possible when the sick are removed to detached buildings make it desirable that this provision should be made at all the almshouses.



*Heating.*

Steam heat is provided in all the almshouses except in Washington county, where separate hot-air furnaces are located in each building. The coal for this almshouse has to be drawn a considerable distance, and the saving in fuel and in hauling coal would soon pay for the installation of a central heating plant.

*Laundry.*

Most of the counties have provided steam laundering plants. Warren and Washington counties are still dependent on hand apparatus.

*Lighting.*

Five of the almshouses are lighted by electricity, namely, Franklin, Fulton, Saratoga, Schenectady and Warren. In Essex and St. Lawrence counties the contracts have been let for electric lighting. These two, and Clinton, Montgomery and Washington counties are using kerosene oil lamps. In all these last named the subject of safe lighting is having consideration by the supervisors.

*Fire Protection and Means of Escape.*

No institution can be called well equipped in all respects which fails to make adequate provision against the danger from fire. The water supply must be adequate and delivered under good pressure, and effective distribution of apparatus must be made. Frequent drills in the use of apparatus and, so far as their condition permits, in the actual removal of inmates, are recommended. Means of ready exit from the buildings in addition to the interior stairs are needed.

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## REVIEW OF POPULATION AND NEEDS.

### Clinton County Almshouse, Beekmantown, N. Y.

The new buildings are brick, four in number, arranged on the north side with connecting corridors. The temporary arrangements made after the fire of 1905 have been continued. Women inmates are cared for in a frame farm building. The men have rooms in the old stone almshouse. The reservoir has been enlarged.

*Census.*

	Males.	Females.	Total.
Number of inmates . . . . .	26	16	42
Children . . . . .	..	..	..
Blind . . . . .	2	1	3
Feeble-minded . . . . .	2	1	3
Idiots . . . . .	8	4	12
Epileptics . . . . .	1	1	2
Persons over 70 years . . . . .	10	7	17

**Essex County Almshouse, Whallonsburgh, N. Y.**

The buildings are in good condition, and excellent care is given the inmates.

Recent improvements include steam laundry equipment, a fire escape on the men's building, purchase of fire extinguishers, interior and exterior painting, enlargement of barnyard, and the contract has been let for electric lighting.

*Census.*

	Males.	Females.	Total.
Number of inmates . . . . .	31	28	59
Children under 2 years . . . . .	..	1	1
Children between 2 and 16 years . . . . .	..	1	1
Blind . . . . .	1	..	1
Deaf-mutes . . . . .	..	3	3
Feeble-minded . . . . .	7	5	12
Idiots . . . . .	1	3	4
Epileptics . . . . .	4	3	7
Persons over 70 . . . . .	18	6	24

Needs: Interior renovation of the men's building, with metal sheathing and rearrangement of upper dormitory floor into large rooms; a detached cottage should be provided for cases requiring isolation; shower baths for men.

**Franklin County Almshouse, Malone, N. Y.**

The building is a three-story brick structure, which is in good condition, except on the top floor, where some interior repairs to floors and plastering are needed.

Improvements include metal sheathing in a portion of the dormitory rooms; standpipes with attached hose leading from the attic tanks; an addition to the barn; and enlargement of the spring water reservoir.

*Census.*

	Males.	Females.	Total.
Number of inmates . . . . .	29	5	34
Children . . . . .	..	..	..
Blind . . . . .	1	1	2
Feeble-minded . . . . .	2	..	2
Idiots . . . . .	1	..	1
Epileptics . . . . .	1	..	1
Persons over 70 years. . . . .	15	4	19

Needs: Outside iron stair fire escapes; an elevated water reservoir to afford sufficient water pressure for fire protection; outside hydrants, with hose on reel; completion of interior sheathing of walls with stamped metal; a steam drying rack for the laundry; regular semi-weekly visits by the physician.

**Fulton County Almshouse, Gloversville, N. Y.**

The buildings are in good order and repair, and the inmates receive excellent care in most respects. The lack of hospital facilities prevents the sick from receiving the care and attention they need.

No important improvements have been made.

*Census.*

	Males.	Females.	Total.
Inmates . . . . .	32	17	49
Children . . . . .	..	..	..
Blind . . . . .	..	1	1
Deaf-mutes . . . . .	1	..	1
Feeble-minded . . . . .	1	2	3
Idiotic . . . . .	..	..	..
Epileptic . . . . .	1	..	1
Persons over 70 years. . . . .	11	9	20

Needs: Better water supply and elevated reservoir to give adequate pressure for fire protection; outside hydrants and additional standpipes; better hospital facilities; completion of ventilation shafts through the roof; outside iron stair escapes.

### Montgomery County Almshouse, Sprakers, N. Y.

The almshouse is located near the New York Central Railroad, about one mile from Sprakers station. The post-office address is Fonda. The buildings are in good repair and are kept clean. The inmates receive good care, but lack accommodations for proper attention when they are sick.

Recent improvements include grading of the yards, exterior painting and the completion of the ventilator shafts which now extend through the roof.

#### *Census.*

	Males.	Females.	Total.
Inmates . . . . .	43	21	64
Children . . . . .	..	..	..
Blind . . . . .	3	2	5
Deaf-mutes . . . . .	2	..	2
Feeble-minded . . . . .	3	4	7
Idiotic . . . . .	1	..	1
Epileptic . . . . .	1	..	1
Over 70 years old. . . . .	19	10	29
	<hr/> <hr/>	<hr/> <hr/>	<hr/> <hr/>

Needs: Better hospital facilities; a safer lighting system; fire escapes; additional boiler and radiators; more farm land.

### St. Lawrence County Almshouse, Canton, N. Y.

The building is a three-story brick structure with two wings. It is in good general repair, except that considerable new flooring and interior repairs to walls are needed. The inmates have comfortable and clean rooms and good food. Separate hospital rooms are provided on the top floor of the main part of the building. These rooms are unhandy for the service and too small for the needs. The need for a detached hospital building is great.

The only improvement made is in new flooring in the upper hall for men. The contract has been let for electric lighting.

<i>Census.</i>			
	Males.	Females.	Tot
Number of inmates.....	48	45	
Children .....	..	..	
Blind .....	2	1	
Deaf-mutes .....	1	2	
Feeble-minded .....	5	13	
Idiots .....	5	5	
Epileptics .....	3	3	
Persons over 70.....	19	13	
State poor .....	7	1	
	=====	=====	=====

Needs are: Better fire protection, including an elevated reservoir to give adequate water pressure, and a supply of liquid chemical extinguishers; hard wood flooring and stamped metal wall covering, where repairs are needed; a detached hospital building; steam dry-racks.

#### **Saratoga County Almshouse, Ballston, N Y.**

The buildings are brick structures in good repair, and are very neatly kept. The detached hospital offers excellent facilities for the care of the sick, and contains a well-equipped operating room.

Recent improvements include the erection of a substantial fire escape from the roof of the court veranda to the ground, and the enlargement of the lawns by the removal of outbuildings from the vicinity of the main group.

<i>Census.</i>			
	Males.	Females.	Tot
Number of inmates.....	54	29	
Number of children.....	..	..	
Number of blind .....	1	..	
Number of feeble-minded.....	11	6	
Number of idiots .....	..	1	
Number of epileptics .....	2	..	
Persons over 70.....	21	15	
	=====	=====	=====

The important recommendations of the State Board of Charities in its late reports have been adopted.

**Schenectady County Almshouse, Schenectady, N. Y.**

This almshouse includes seven connected brick structures arranged on the cottage plan, and detached brick buildings for contagious diseases, hospital, laundry, bakery and boiler-house. The buildings are all in good repair and are well kept. The separate hospital buildings for each sex offer excellent facilities for the care of the sick, though equipment of the operating room has been delayed.

Improvements include interior and exterior painting throughout.

*Census.*

	Males.	Females.	Total.
Inmates . . . . .	82	31	113
Children under 2 years . . . . .	2	..	2
Children between 2 and 16 years . . . . .	1	1	2
Blind . . . . .	1	1	2
Deaf-mutes . . . . .	1	..	1
Feeble-minded . . . . .	1	1	2
Idiots . . . . .	..	..	..
Epileptics . . . . .	1	..	1
Persons over 70 years . . . . .	20	12	32

Needs: Fire escapes on the dormitory buildings; equipment of operating room.

**Warren County Almshouse, Warrensburgh, N. Y.**

The administration building is an old stone structure, which has two frame extensions and a wing, all two stories high. The buildings have recently been painted and considerable repairs made, but they are so old as to be worth little expenditure for repairs. This county should provide new almshouse structures on a higher location. The present group adjoins the Schroon river, and in time of floods the buildings are in danger.

Improvements include lighting by electricity, new dining room floor, repairs to windows and clapboards and interior repairs in the left wing, cement walks and driveway, and painting throughout.

<i>Census.</i>	<i>Males.</i>	<i>Females.</i>	<i>Total.</i>
Inmates . . . . .	48	12	60
Children under 2 years . . . . .	..	1	1
Blind . . . . .	2	..	2
Deaf-mutes . . . . .	1	..	1
Feeble-minded . . . . .	7	4	11
Idiots . . . . .	..	..	..
Epileptics . . . . .	..	..	..
Persons over 70 . . . . .	17	3	20

Needs: A new constructed almshouse group on higher ground; iron stair fire escapes; hose and cart for the hydrants; better hospital facilities; liquid chemical fire extinguishers; a steam laundry; better ventilation; shower baths.

#### Washington County Almshouse, Argyle, N. Y.

The buildings are brick two-story structures on the cottage plan. A detached building is used as a hospital for men. The general repairs are well made, and the buildings are in good condition. The heating plant includes hot air furnaces in each building — an expensive arrangement.

Improvements include completion of the water reservoir formed by a dam across a stream which flows through the farm. The reservoir has sufficient elevation to insure good pressure for fire protection. A reel for the fire hose has been purchased.

<i>Census.</i>	<i>Males.</i>	<i>Females.</i>	<i>Total.</i>
Inmates . . . . .	37	23	60
Children . . . . .	..	..	..
Blind . . . . .	..	2	2
Deaf-mutes . . . . .	..	..	..
Feeble-minded . . . . .	11	9	20
Idiots . . . . .	..	..	..
Epileptics . . . . .	1	..	1
Persons over 70 . . . . .	10	9	19

Needs: A safer lighting system; a central heating plant; a steam laundry; outside iron fire escapes; shower baths for men; interior painting of plastering with oil paint.

Respectfully submitted,

WILLIAM R. REMINGTON,  
*Commissioner, Fourth Judicial District.*

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**REPORT OF THE VISITATION**  
**OF**  
**ALMSHOUSES AND OTHER PUBLIC CHARITABLE**  
**INSTITUTIONS IN THE FIFTH JUDICIAL DISTRICT.**

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VOL. I—28





## REPORT OF THE VISITATION OF ALMSHOUSES AND OTHER PUBLIC CHARITABLE INSTITUTIONS IN THE FIFTH JUDICIAL DISTRICT.

### *To the State Board of Charities:*

The public charitable institutions of the Fifth Judicial District, include, besides almshouses, the Municipal Lodging House at Syracuse, and the Utica General Hospital, at Utica.

Most of these have been visited by the Commissioner of the district and by the Superintendent of State and Alien Poor, and all have been inspected by the almshouse inspector of the Board.

The general administration of these almshouses is satisfactory, and in most of them the equipment for heating, lighting, sanitation and food supplies is good. The principal defects relate to the provision for the care of the sick and to means for protecting life and property in the event of fire. The Board has suggested better fire protection in these institutions. They should be provided with a complete equipment to assure practical immunity from the dangers and losses incidental to fire. The legal requirement to safeguard the inmates is sufficient warrant for the expenditures necessary to provide suitable apparatus.

### *Care of the Sick.*

Many in the almshouses are dependent through illness, and among the older inmates the death rate is high. In the last few years, many hospital buildings have been erected in connection with county almshouses, and the benefit of good hospital rooms and of nursing for the sick is widely recognized. The counties of central New York do not intend that their sick poor shall lack the necessary accommodations for their care. In connection with the Onondaga County Almshouse is a hospital building which is well equipped for its service, but it is so much in demand as to require enlargement. The almshouses of Jefferson and Lewis counties and of Oswego city have provided hospital rooms for their sick, and a detached hospital is planned for the Herkimer County Almshouse. The Utica General Hospital is now well equipped. It cares almost exclusively for the dependent poor. Tuberculosis is so common and usually necessitates such a long period of dependence that many consumptives are found in the almshouses.

The beneficial results of the proper care of consumptives are well known, and plans for hospital buildings should include for tubercular patients, provision for well-lighted and well-ventilated rooms sufficiently isolated from the main hospital wards.

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## REVIEW OF INSPECTION.

### Herkimer County Almshouse, Middleville, N. Y.

Capacity, 125. Inmates present, 95.

The almshouse building is a three-story brick structure. A building in the rear is used by senile and feeble-minded males. The boiler-house is detached and contains the laundry plant and gas generator.

No important improvements are reported, but a separate hospital building is to be erected. It is much needed, as suitable rooms for hospital purposes are not now available. Other needs are: Renovation of the old stone building; provision of outside iron stair fire escapes; additional farm land; shower baths; steel ceilings, and the employment of a resident nurse.

### Jefferson County Almshouse, Watertown, N. Y.

Capacity, 150. Inmates present, 76.

The building occupied is a large two-story brick structure, with basement. The recent renovation has put the property in good condition. The service department is in the basement, but the steam laundry is in a new two-story building in the rear of the almshouse, and contains the heating plant.

### *Recent Improvements.*

The work of renovation detailed in the last report has been continued, including the building of a double cold storage room in the basement, an icehouse, grading of lawn, cement walks, exterior painting, and equipment with shower baths.

The few remaining needs can be provided without large expense, and should be supplied promptly. The most important are: Fire escapes; fire hose for hydrants and standpipes; ventilators to be carried through the roof; better kitchen equipment; a mangle for the laundry; window screens, and the employment of a competent nurse.

**Lewis County Almshouse, Lowville, N. Y.**

Capacity, 100. Inmates present, 44.

The almshouse occupies two brick buildings. The main building is two stories high, with basement. It contains the administration, service and women's departments. A rear wing is used as a men's dormitory. The men's building is a brick structure in three sections, the south section being furnished on one side as a chapel and on the other as a laundry. Above the chapel is the hospital for men. The furnishing of these hospital rooms for men constitutes the principal improvement of the year.

Other needed improvements are: Shower baths for men; a cold storage room; fire escapes; improved ventilation; renovation of men's dormitory building; hospital equipment to be completed by furnishing the ground floor room; an inclosed corridor connecting the buildings; employment of nurses; more adequate compensation for employees.

**Oneida County Almshouse, Rome, N. Y.**

Capacity, 300. Inmates present, 263.

The brick buildings are grouped about a central administration building; this and the men's building have three stories. The women's building and the service building have each two stories. The buildings are connected by inclosed corridors, and are in good condition, except that the interior walls need painting.

A double veranda has been built on the administration building and a new wagon shed has been built. The new laundry was occupied but a short time, when it was burned. The absence of suitable means for protection from fire has been repeatedly noted. The Rome fire department responds to calls, and, in favorable weather, can make the run from the nearest station to the almshouse in fifteen minutes. There are five outside hydrants, but the pressure is very light. A good steam pump is needed to increase the pressure. The hose is old, and only 300 feet are available. The buildings are not provided with standpipes. A few liquid chemical extinguishers are on hand.

Hospital rooms are set aside for the sick in both dormitory buildings, but they are too small for the needs, and have ordinary dormitory equipment. They do not afford suitable facilities to care for the sick who need quiet and isolation. A good detached hospital building should be provided and resident nurses should be employed.

Other needs are: A system of forced ventilation; adequate fire protection, including steam fire pump, standpipes with attached hose, new hose for the hydrants, and heavier bracing on the rear fire escape on the men's building; watchman's time detector; more dormitory room for men; attached water towers for toilets; interior painting and painting of the barns; a portable tub for hospital use; use of the shower baths, and a new laundry.

#### **Onondaga County Almshouse, Syracuse, N. Y.**

Capacity, 300. Number of inmates present, 274.

The buildings include the stone almshouse, three stories high; a detached service building; a power-house; a frame cottage for defective males, and a county hospital, a three-story brick building. A tent pavilion for male consumptives is provided.

#### *Recent Improvements.*

Considerable interior changes were made in the almshouse building, including replacing of the wooden stairs with wide stairs of iron in the women's department. A new roof was put on the power-house, and other roofs were repaired. The lawn was extended and cement walks laid. Additional live stock and farm implements were purchased.

It is planned to provide shower baths and new basement flooring. A fire escape will be built on the west wing occupied as a dormitory for men.

Further needs of importance include: A pavilion for contagious and infectious diseases; iron fire escapes on the front wards of the hospital; a system of forced ventilation for the almshouse; more farm land and enlarged dairy; renovation of cottage for defective males; metal wall covering and ceiling in the women's dormitories; a better supply of water for drinking; a mangle for the laundry; repairs to oven; a new meat cooler; wire window screens; extending grass lawn to surround the pavilion for consumptives; a good hen house; and a nurses' home, detached from the hospital, to provide room for the patients now kept at the almshouse, and to give suitable rooms for the resident nurses.

#### **Oswego County Almshouse, Mexico, N. Y.**

Capacity, 80. Inmates present, 61.

The brick almshouse building is two stories high with basement and has two wings. The power house is in the rear.

Interior painting of walls is the principal improvement, though some steel ceiling work and tin roofing are to be done.

The needs for improvement include: Hospital equipment and a nurse for the sick; a better water supply for fire protection; iron fire escapes; new hose and hand faucets on standpipes; an improved drainage system; shower baths; a steam laundry, and a cold storage room.

#### **Oswego City Almshouse, Oswego, N. Y.**

Capacity, 75. Inmates present, 41.

The almshouse for the dependent poor of Oswego is on a farm about three miles outside the city. The brick building is a three-story structure in excellent condition.

New ceilings of steel have been placed in the men's hospital room and in the women's sitting room, and the installation of these ceilings will be continued. The front porches have been painted.

The improvements needed are: An elevated water reservoir connected with outside hydrants and interior standpipes, for fire protection; a steam laundry, and shower baths.

#### **Municipal Lodging House and Detention Hospital, Syracuse, N. Y.**

Capacity, 30.

This is located at 115 Market street, Syracuse. The brick building occupied is leased by the city. The total expenditures are about \$4,000 a year. For this sum the city provides a comfortable and clean lodging house for those in search of work. A labor requirement from lodgers, and the limit of the service to three nights' lodging to each applicant, successfully prevents the misuse of the institution by unworthy applicants.

The detention hospital has good equipment for the care of insanity suspects during the time necessary for their examination.

It is suggested that a city wood yard under the supervision of the Department of Charities would furnish better work for the lodgers than their present work, removing ice and snow under the street cleaning department. The lodgers seldom have suitable clothing for outdoor work in winter. The building should be provided with steam heat. Coal stoves are now used, and are insufficient in severe weather for heating the remote rooms.

The department devoted to lodgers is open only from November 1 to April 1, each year. The detention department is open

throughout the year and cares for about five cases a month. About 1,500 nights' lodgings were furnished last year.

#### Utica General Hospital, Utica, N. Y.

Capacity, 80 beds. Patients present, 23.

The main building has two rear wings, and is three stories high. The wings have bridge corridors connecting their second and third stories. The ground floor is used chiefly by officers and domestic helpers. The service department and detention ward are in the basement. The second and third floors are used by patients. The dormitory for nurses is in one wing, and occupies the second and third floors. The laundry and boiler house occupies a detached brick structure in the rear of the hospital. The isolation hospital is about one hundred yards to the rear of the main building. It is divided on the ground floor into two sections, each with room for fifteen patients. The upper floor, over the central part of the building is for the use of nurses on the quarantine service.

Improvements in 1906 include a new hospital drugroom; better equipment of the operating room; ward arrangement for a complete separation of the sexes; equipment of X-Ray room; four automatic rope escapes added to the fire appliances, and enlargement of dressing room. A course in massage has been added to the training course.

The hospital is supported by the city of Utica and does not receive private patients except in emergencies. The hospital is governed by six elective Commissioners of Charity, and has a fully organized medical staff, and a training school for nurses.

Since the enlargement of the facilities, and broadening of the scope of the work, this hospital has become a well-equipped public hospital.

The principal needs are. A fire escape on the front and rear of the nurses' dormitory; access to fire escapes by doors instead of windows; protection of walls from swinging gas jets; a cold storage room, and a portable bread oven.

Suggestions for consideration: A detached pavilion for tuberculosis patients; separate kitchen service for the isolation hospital; a better general entrance to the nurses' hall, third floor, than through their private bathroom; an etherizing room; an ophthalmic ward, and a pathological department.

Respectfully submitted,

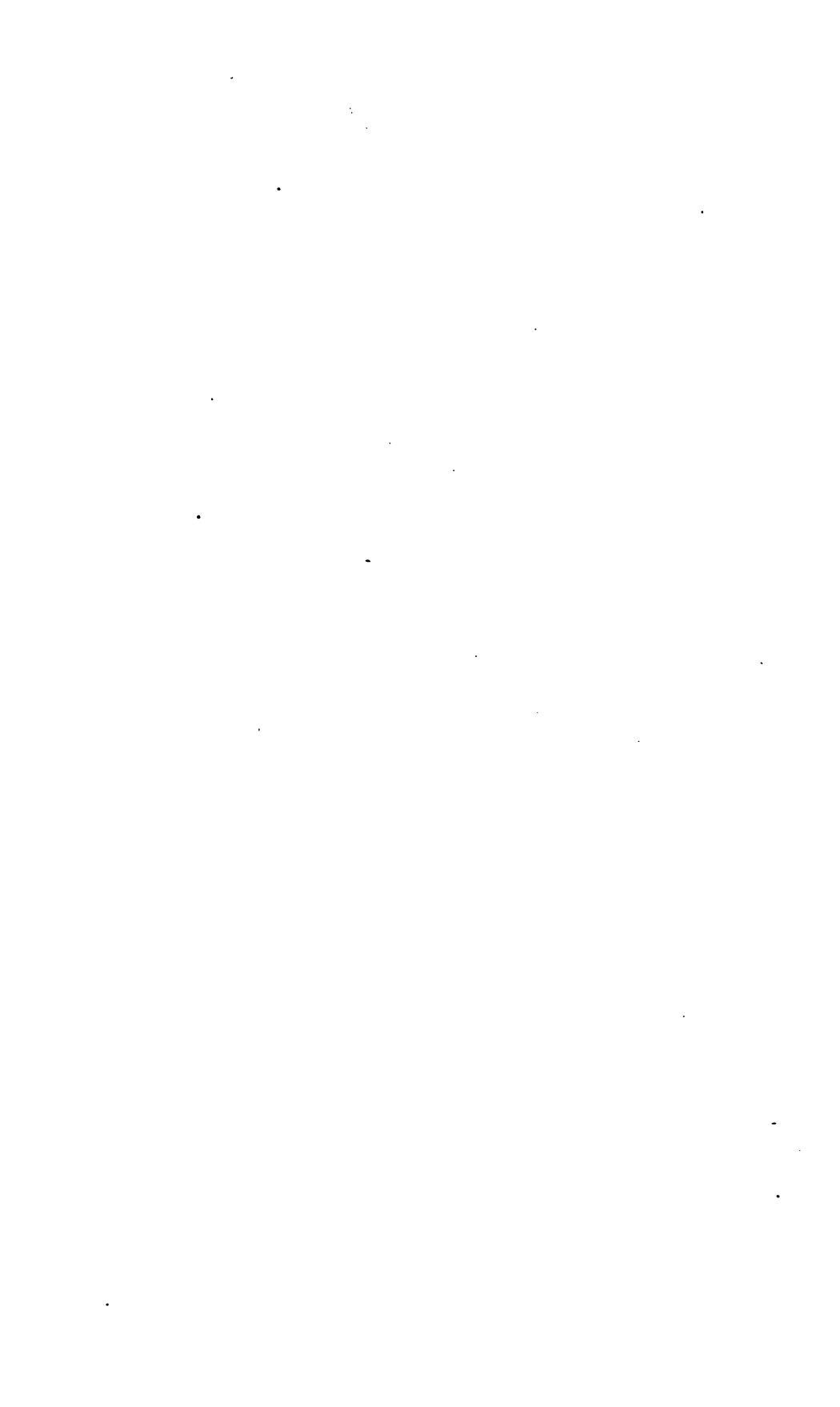
DENNIS MCCARTHY,  
*Commissioner, Fifth Judicial District.*

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**REPORT OF VISITATION**  
**OF THE**  
**ALMSHOUSES AND OTHER PUBLIC CHARITABLE**  
**INSTITUTIONS IN THE SIXTH JUDICIAL DISTRICT.**

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## REPORT OF VISITATION OF THE ALMSHOUSES AND OTHER PUBLIC CHARITABLE INSTITUTIONS IN THE SIXTH JUDICIAL DISTRICT.

### *To the State Board of Charities:*

The Sixth Judicial District contains nine county almshouses, city hospitals at Binghamton and Oneida, and the Madison County Orphan Asylum, which comprise its public charitable institutions under county or municipal control.

Schuyler county has no almshouse, but boards out its dependent poor in private family homes or provides them with steady relief in their own homes, or in houses rented for them. The number of these dependent poor persons in 1906 was eighty-nine.

The homes for these poor and the institutions in the other counties have been carefully inspected during the year by the Board's almshouse inspector, and such visits have been made by the Commissioner as appeared necessary. The general condition of the institutions is satisfactory, and many improvements in equipment were made during 1906.

### *Schuyler County, Dependent Poor.*

The most serious defect in the system of poor relief in the district, and in some respects in the State, is the method in vogue in Schuyler county.

The boarding-out plan was obsolete fifty years ago. It is expensive, costing more for relief than well-conducted almshouses, and is attended by so many evils that prompt construction of an almshouse in this county is demanded.

The number of dependent poor has increased to eighty-nine in 1906, many of whom are not properly cared for.

The character of a system of relief must be estimated by the condition of those least fortunately situated. The average condition, or the condition of those well provided for, does not furnish an adequate standard for judgment.

The most objectionable features of the Schuyler county system are:

1. The character of the homes in which most of the poor are found is of the lowest type.



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The most objectionable features of the Schuyler county system are:

1. The character of the homes in which most of the poor are found is of the lowest type.

2. Expense of providing fuel and medical attendance is heavy, on account of the scattering of the poor about the county, and want of both is often felt before they can be provided.

3. Insufficient relief is afforded in many instances, the overseers desiring to prolong their tenure of office by economical administration. Several persons are living on fifty cents a week each for provisions.

4. The number of dependents is augmented by the present method, as it fosters laziness and irresponsibility of relatives.

5. The presence of afflicted or feeble-minded persons in the community is an unwholesome influence.

6. No radical supervision by officers charged with that duty is possible.

7. Attention to personal safety, health, and cleanliness is wanting in many of the homes.

That these criticisms are warranted is seen from the following reports of the inspector's most recent visits:

"No. 3, E. H., a county charge, aged 76, is a widower, boarded with Mrs. U. in the village of Odessa. His dependence is due to old age and intemperance. The county pays \$2 a week for his board, and his clothing, medicines, etc., cost \$50 last year, making his weekly rate \$2.96. He is able to do considerable work when not ill, but he spends all he earns for liquor. The cottage is unpainted and is one story high with attic chambers above. H. occupies one of these and has a dirty, unmade and vermin-infested bed. The house is not kept at all clean and is very poorly furnished. The home is not a suitable one for the relief of a poor person, however undeserving the individual may be."

"No. 6, M. C. (Dix town charge), aged 30, crippled. This young woman has been a cripple and unable to walk from birth. In mind and appearance she is like a little child. She is boarded with Mrs. S., town of Hector. The rate of board is \$4 a week. The girl sits in a common armchair, the legs of which have been supplied with roller casters. In this she can, with difficulty, be pushed about the room, though she stays much of the time in her bedroom, a small room off the dining room. The family is large and the house very small. Another dependent is boarded here."

"No. 8, D. C. (Dix town charge), aged 76, dependent through old age; lives alone in one room; hut on the beach one-half mile from Watkins. Mr. C. is a feeble old man who claims to have been a soldier in the Civil War. His house is about fifteen feet

square and is partly finished outside with old tin sheets. A pile of junk is in front of the shanty. The ceiling of the room inside is about five feet, six inches high, and is made of old wrapping paper. The room is in the greatest possible disorder and the filth is indescribable. The bed is in a very badly-tumbled condition, the bedding very ragged and vermin infested. He does not bathe in winter. He is very feeble and says he is troubled with dizzy spells. His fire was out and the room was very cold, as the weather was severe. He said he had not felt able to build the fire that morning. He ought not to be left to care for himself. The town pays \$1.50 a week for his groceries and furnishes him coal and medicines. His total relief last year was \$113.25, or \$2.17 weekly."

"No. 14, H. M. (Dix town charge), aged 75, dependent from blindness, old age and intemperance; is boarded with H. P., about a half mile west of the Watkins Glen station. The amount expended for him last year was \$234, a weekly average of \$4.50. The home is a poor one. The rooms are scantily furnished and are not clean. Mr. M.'s bed on the second floor is in disorder and is poorly furnished. The bedding is ragged and filthy. The bed swarms with bed vermin and moth larvae. Harsh treatment of this old man by his keeper has been alleged."

"Nos. 17 and 18, Mr. and Mrs. C. S. (Dix town charges), ages 76 and 72. Mr. S. has dizzy spells and is quite feeble. He stammers. Mrs. S. has erysipelas. Her foot had to be lanced several times recently because of the disease. A nurse was provided for them for five or six weeks. They are not capable of caring for themselves as they do. They have a grocery order for \$1.50 a week. They live in a little hut on the 'Island,' at Watkins. The rooms occupied are meanly furnished and are very dirty. The chairs are piled full of old quilts, clothing, dishes. The bedroom is in disorder and is infested with vermin. Both Mr. S. and his wife are thoroughly discouraged. They have a hard time getting enough to eat out of seventy-five cents a week each."

"No. 19, E. S. (Dix town charge), female, aged 45, a cripple from rheumatism; is boarded at \$5 a week with Mrs. H., at Townsend's Mill. Miss S. is confined to bed or a chair all the time. she is entirely helpless. Her family was wealthy but lost their property. Miss S. cannot control her rocking chair, and unless watched is apt to fall forward on the floor. Her face is bruised

where she has fallen. A wheel chair for invalids should be provided, as well as a commode chair for her chamber. The house is clean and comfortably furnished."

"Nos. 35 and 36 (Reading town charge), S. M. and wife, aged 80 and 65, care for themselves in a small farmhouse where they occupy three rooms. Mr. and Mrs. M. are totally dependent; he because of old age and rheumatism, she because of dropsy and heart disease. Their relief consists of an allowance of fifty cents per week each for provisions and extra for fuel, medicines, etc. This relief is manifestly inadequate. Up to last summer both could do a little work, which they are unable to continue longer. They say that the overseer is very slow in filling their requests for help. Their home is dirty and infested with vermin. Both are chronic invalids, Mrs. M. being badly bloated from dropsy. Both have very ragged clothing."

"No. 78, A. H. (Orange town charge), aged 86, is a feeble old man, boarded with W. M., at Monterey. Two dollars a week is paid for his care. It is not in any respect a suitable home. He occupies an unfurnished and rough garret without other furniture than his bed, which is dirty, not properly furnished or looked after. The M. family is large, there being a number of children who appear to be underfed and sickly. Mr. H. is able to walk about a little, though his advanced age, asthma and partial deafness make it unsafe for him to go abroad much."

"No. 88, J. D. (Hector town charge), aged 70, is dependent from illness. He has been dependent for two years. His wife, aged 47, a son, aged 25, and a daughter, aged 10, are with him. They live on \$1.50, though Mrs. D. earns twenty-five cents a week working one day for a neighbor. The house is filthy and in great disorder. All appear to be half fed. The daughter appears to be older than 10, though she is ignorant and so shy as to appear wild. The people are incapable of providing proper guardianship for this girl and she should be removed from their charge."

The establishment of an almshouse for the poor in this county would provide excellent care for these cases, which are typical of the poorer class of homes. The almshouse would be enough cheaper in cost of maintenance to save its cost in about ten years, without counting the saving in reducing the number of dependents who would make a successful effort at self-support, or who would be supported by relatives. These latter cases are found in the better class of boarding homes at present. If bonds are issued

to pay for the erection of an almshouse, the interest they bear, added to maintenance, would be materially less than the cost of the present extravagant system.

### *Almshouse Hospitals.*

At all almshouses in this district a large proportion are seriously ill and need the benefit of hospital care. Most of the larger almshouses in the State and several of the smaller ones, maintain detached county hospitals in connection with the almshouses. In this district separate hospital buildings are found only in Chenango county, while in Delaware and Madison counties the present buildings afford good accommodations for the sick. Better hospital equipment in the present buildings is needed in the almshouses of Cortland and Tompkins counties, and detached hospitals are needed in Broome, Chemung, Otsego and Tioga county almshouses.

Almshouse hospitals should be in charge of resident, qualified nurses, preferably trained nurses. They should have wards for both sexes and private rooms for those needing quiet. Isolated rooms should be provided for patients having communicable diseases and provision made for operative surgical work.

### REVIEW OF INSPECTION.

#### Broome County Almshouse, Binghamton, N. Y.

Capacity, 150. Inmates present, 123.

This almshouse has seven residence buildings, located about two miles from Binghamton. The main buildings are of good construction and in good repair. The small buildings used as hospitals are not suitable for the needs.

The principal improvements here are the removal of an old ice-house and purchase of new fire hose for the steam pump. It is planned to provide a county hospital building and better water reservoirs.

The chief needs are: A county hospital building, with detached pavilion for tuberculosis patients; removal of present hospital structures; shower baths; an elevated reservoir affording direct pressure for fire protection; an enclosed yard for women; a root cellar, and the introduction of steel ceilings where repairs are needed.



**Chemung County Almshouse, Breesport, N. Y.**

Capacity, 125. Inmates present, 68.

The main building is a brick three-story structure, with a frame annex for women's dormitory. There are several frame cottages for the classes requiring isolation.

Recent improvements are in farm fencing, building a new chill room, and interior painting. A new pumphouse will be erected and changes made in sewage disposal.

Further improvements required are: A county hospital building; lighting by gas or electricity; a steam laundry; storage rooms for clothing; an enclosed yard for women; exterior iron tread fire-escapes on both wings; exterior painting, and a new roof on the women's dormitory.

**Chenango County Almshouse, Preston, N. Y.**

Capacity, 90. Inmates present, 66.

The buildings are arranged on the New York State cottage plan. The structures are brick, except a detached cottage used as a men's additional dormitory. Hospital wings are provided for both sexes and open off the dormitory buildings. The buildings are all in excellent condition. Interior standpipes with connected hose have been provided, exterior painting and repairs done, piggery enlarged and new supply pipe laid from the springs for the water system. These improvements and the recently added fire-escapes supply the institution with all important equipment.

**Cortland County Almshouse, Cortland, N. Y.**

Capacity, 60. Inmates present, 40.

There are three brick buildings, each two stories high. The main building accommodates the administration, service and women's dormitory departments. The men's dormitory building is attached to the main building. A rear building is used for the chronic cases of illness. This building is old but in good general condition, except its interior, which should be remodeled and used for hospital purposes.

General repairs to roofs, flooring and ceilings have been done this year in the main buildings.

The important needs are: Hospital equipment by renovation of the asylum building and employment of a nurse for the sick; better ventilation; a steam laundry; better water supply and pressure, with appliances for fire protection; iron stair fire escapes (the iron window gratings on the asylum building could be used to build fire escapes).

**Delaware County Almshouse, Delhi, N. Y.**

Capacity, 75. Inmates present, 42.

The main building is a frame three-story house with two wings. A detached frame cottage is used for the care of male patients requiring isolation.

Exterior painting throughout has been done this year and interior repairs made. The dairy herd has been enlarged.

Other needs are: A steam laundry; better hospital facilities; an additional shower bath, and rearrangement of the cow stables.

**Madison County Almshouse, Eaton, N. Y.**

Capacity, 200. Inmates present, 95.

There are two large frame buildings for inmates, and a detached laundry. A small building to the south contains a small operating-room, day room for men and a greenhouse. The buildings are in good repair.

Electric lighting has been supplied this year and new hose on reels for the standpipes. The water reservoirs has been repaired.

Remaining needs are: Fire escapes; repairs to bread oven; a new front fence, and an isolation hospital room for tubercular patients.

**Otsego County Almshouse, Phoenix Mills, N. Y.**

Capacity, 110. Inmates present, 83.

The buildings form three sides of a square, the central portion being stone and the wings frame structures. The buildings are old, some parts having been erected in 1826. Some new structures are needed, and should be planned with a view to replace, finally, the present buildings.

An attached water tower containing toilet rooms for men is being erected on the men's dormitory wing. Further improvements are planned to include new kitchen equipment, shower baths and new cement walks.

Additional needs are: A detached county hospital building; fire escapes and liquid chemical extinguishers; additional water supply and better pressure; and a morgue.

**Tioga County Almshouse, Owego, N. Y.**

Capacity, 75. Present number of inmates, 35.

The inmates' buildings are frame structures, the men's building being new, and the women's building renovated. The ad-

ministration building is stone. These buildings are now in good condition.

This year a macadamized road has been built on the highway which crosses the county farm. A new kitchen range was purchased and repairs made to the keeper's residence.

The important needs are: Better water supply and service for fire protection; lighting by electricity; outside iron fire escapes; a hospital building on the new site; an icehouse and chill-room, and additional laundry equipment.

#### **Tompkins County Almshouse, Ithaca, N. Y.**

Capacity, 80. Inmates present, 40.

The almshouse is located on the west side of Cayuga lake, about seven miles north of Ithaca. The buildings are connected structures, brick and frame, in good repair.

No improvements beyond ordinary repairs have been made.

The changes in equipment needed are: A reservoir of water, elevated so as to afford good pressure for fire protection; outside hydrants; hose; interior standpipes with attached hose at least two inches in diameter; hospital equipment of rooms for isolation of contagious diseases; a steam laundry plant; removal of horse barn from its proximity to residence buildings; a new icehouse and cold storage room; shower baths; a silo, and exterior painting.

#### **Madison County Orphan Asylum, Peterboro, N. Y.**

Capacity, 50. Children present, 38.

The main building has three stories, basement and attic loft. The school building is detached. Both are frame structures in good condition.

Recent improvements, recommended by the State Board of Charities, include provision of standpipes with attached hose, screens erected and enclosures made for the outdoor toilets, and a younger and more competent teacher employed.

Of the children present all are public charges, 24 being boys and 14 girls. The home is supported in part by the income from invested funds, the balance necessary being appropriated by the board of supervisors.

The provisions of the Public Health Law, relating to examination and quarantine of children admitted, posting of physician's name, and monthly medical inspection and report, are not observed. The provisions regarding cubic air space in dormitories and proper ventilation are observed.

As far as general care of the children is concerned and as to equipment, the home is in good condition. The needs relate to the observance of rules of the State Board of Charities and the Public Health Law, and to the establishment of fire drills. The fire escapes should be immediately accessible.

**Oneida Public Hospital, Oneida, N. Y.**

Hospital beds, 4. Patients present, 2.

This is an emergency hospital for acute cases requiring surgical or medical relief. Persons having contagious diseases are not admitted. The building is a frame, two-story building on Williams street. The lot is 100 feet square. The equipment is good for so small a hospital, the operating room being well arranged and furnished. The street has not been provided with a sewer as far out as the hospital is located, so that a garden cess-pool is used. The city supports the hospital.

Small interior improvements have been made.

The needs are: Connection with city sewer; cement floor in cellar; outside iron fire escape; liquid chemical fire extinguishers.

**Binghamton City Hospital, Binghamton, N. Y.**

Bed capacity, 67. Patients present, 18.

The buildings occupy a lot comprising about two acres. The structures are mainly brick.

There is a main hospital building, with an annex containing the children's ward, a nurses' home, laundry building and isolation wards. All are in good condition.

Improvements include fitting up of additional room in the top floor of the main buildings, interior painting and repairs and better drainage arrangements.

A nurses' training school is conducted in connection with the hospital. There are fourteen pupil nurses.

Needs and recommendations: Better provision for outside escape from fire; standpipes with attached hose; additional liquid chemical extinguishers; a diet kitchen in the basement of the isolation hospital; reestablishment of maternity ward; employment of an interne; establishment of fire drills; and a nightly watchman should be employed and electric clock indicator service established for his use.

Respectfully submitted,

**RALPH W. THOMAS,**

*Commissioner of Sixth Judicial District.*



## REPORT OF THE VISITATION OF THE ALMSHOUSES IN THE SEVENTH JUDICIAL DISTRICT.

### *To the State Board of Charities:*

The almshouses of the Seventh Judicial District have received regular inspection during the year 1906. The Commissioner for the district has the honor to present the following report, showing their condition and needs:

### *Care of Inmates.*

This district contains no almshouse where the frequent supervisory visits, authorized by law, show any neglect of inmates. The poor are well fed, decently clad, comfortably housed and kindly treated in all the almshouses. Nearly all the superintendents or keepers of the almshouses have had considerable experience and succeed in keeping their buildings neat and the persons in their charge clean.

There is little sickness at the almshouses other than must be encountered in caring for the dependent poor. For the aged, ills of the body are common. Many persons also become dependent through acute illness, and have no other recourse for aid than the hospital department of the almshouse. The need of adequate provision of hospital facilities at the almshouses is great.

The new county hospital of Monroe county was opened in February, 1906, and is a model of arrangement and construction for almshouse hospitals. It is fully occupied and affords great relief both to the patients cared for and to the almshouse population in removing the sick to adequate rooms.

In all the other almshouses of the district improvement is needed in the facilities for the care of the sick. In Steuben and Wayne counties there are detached buildings used for hospitals, but they lack suitable equipment and are not properly arranged. The lack of competent nurses for the sick is also felt in most of the almshouses.

### *General Equipment.*

A glance at the schedule below will show that in most respects these almshouses are well equipped with modern sanitary means of service in the principal departments. With regard to fire protection and means of escape, however, they do not conform to the

requirements so well. It is the duty of the boards of supervisors to correct such defects as are pointed out by the State Board of Charities, and in such vital matters as relate to the dangers from fire, there should be no delay in protecting the property and the lives committed to their care.

The need for exterior fire escapes is more pressing for almshouses than for most of the other classes of institutions, because of the age and feebleness of the majority of the inmates. Interior stairs are apt to be cut off from use by smoke, and in buildings of ordinary construction they become the means of spreading flames from floor to floor. Even on buildings only two stories high, used for dormitory purposes, fire escapes are needed.

#### *Undesirable Classes of Inmates.*

With a view of providing special means for the care of the defective classes, and removing them from the almshouses so that the latter can be homes for the aged and infirm only, the State intends to assume entire charge of dependent insane, epileptic, feeble-minded, and idiotic persons, as well as soldiers of the late wars and their families. It is also illegal to commit to, or retain in almshouses children under sixteen years of age, except that children under two years may be admitted with dependent mothers. The overcrowding of the State institutions forces many individuals of the defective classes to be cared for in the almshouses, where the means are poor for their best care, and where their presence is an annoyance to officers and inmates alike. It is also occasionally found that officers of the almshouses are somewhat lax in removing other forbidden classes. The frequent visitation by State officers has proved efficient in assisting in the removal of these objectionable inmates. It is hoped that the State will soon be able to care for all of these defective persons, so as to remove them from the almshouses.

#### REVIEW OF INSPECTION.

##### **Cayuga County Almshouse, Sennett, N. Y.**

Capacity, 100. Inmates, 72.

The main building is brick, three stories high, and has two rear wings two stories high. A detached frame cottage is used as a dayroom for men. The buildings are in good repair, and are well painted.

The death of Leland Hewitt, superintendent of the poor, resident of Auburn, N. Y., is noted with regret. He was a faithful and efficient public officer. His successor is Arthur L. Smith, previously a member of the board of supervisors.

*Recent Improvements.*

The recommendation of the State Board of Charities for safer lighting and better ventilation was adopted. An acetylene gas plant was installed, costing \$775, including exterior generator-house and general piping. Ceiling ventilators were put into the two upper dormitory rooms for men. Considerable painting was done.

Needs: A detached hospital and resident nurse; an additional male helper; better water pressure for fire protection; steam drying racks; a veranda on the women's dormitory, and use of the meat cooler.

**Livingston County Almshouse, Geneseo, N. Y.**

Capacity, 100. Inmates present, 51.

The superintendent's residence is in the old almshouse building. The central and west buildings recently remodeled are used by women and men respectively. The buildings used for inmates are in good condition.

*Recent Improvements.*

Electric lighting from the Geneseo plant; firehose purchased for part of the standpipes; fire escape erected on the men's building; new iron beds with iron springs were purchased on removal to the new rooms. These changes are in accordance with the recommendation of the State Board of Charities.

Needs: A steam laundry; additional firehose; new grain barn, silo and slaughter house; exterior painting of brickwork; employment of nurses for the sick; provision for better storage rooms for inmates' effects; arrangement of men's hospital for outside entrance (or location elsewhere); transfer of defective inmates to the proper State institutions; better discipline, and a fire escape on the women's building.

**Monroe County Almshouse and Hospital, Rochester, N. Y.**

Capacity, 600. Inmates present, 414.

The location of the buildings is on South avenue, Rochester, near the southern city limits. The almshouse and hospital are



conducted as separate institutions, but under the control of the county superintendent of the poor. The hospital was opened for patients February 19, 1906.

The almshouse occupies a three-story brick building with attic and basement, and has two wings extending to the rear. The new hospital, 110 feet front and 220 feet deep, is a two-story brick building, with basement story, arranged with projecting wards from a double central corridor.

#### *Recent Improvements.*

Besides opening the county hospital, additional laundry machinery was purchased and a frame house opposite the almshouse was rented as a home for nurses.

#### *Needs.*

Further needs for improvement are: Furnishing of dayrooms in the almshouse; enlarging women's dining rooms; extra glass shelves for the hospital stands; substitution of coil radiators for the present ones in the detention wards; use of washable clothing for men, as well as for women, in the hospital wards; removal of piggery from proximity of almshouse; additional heating radiators in the halls; repairs to floors of women's shower baths, and an electric clock and time detector for the night watchman. It is also suggested that the medical service at the hospital would be benefited by the appointment of a general medical staff.

#### **Ontario County Almshouse, Canandaigua, N. Y.**

Capacity, 125. Inmates present, 53.

The present buildings are brick structures eighty years old. They are so worn and have settled so badly that repairs will be too expensive. Several walls are unsafe, the chimneys are insecure, and the bricks about the cornices are falling away.

#### *Recent Improvements.*

The sheds and outbuildings were painted.

#### *Needs.*

The needs are: A new almshouse; indoor flush water-closets; better hospital facilities; outside stair fire escapes; additional

laundry equipment; shower baths; connection with Canandaigua water system; additional ventilation flues.

**Seneca County Almshouse, Seneca Falls, N. Y.**

Capacity, 75. Inmates present, 38.

The residence buildings are stone structures, and include a three-story building occupied by the superintendent and inmates, and a two-story building in the rear, where the senile male inmates are cared for. The buildings are in good repair.

No improvements were reported at the last inspection.

*Needs.*

The needs are: Better hospital facilities; power for pumping water; a steam laundry; a safer lighting system; shower baths for men; a tankhouse to prevent pipes from freezing; stair fire escapes of iron; liquid chemical fire extinguishers; flush water-closets in the men's dormitory department; a cottage for the superintendent.

**Steuben County Almshouse, Bath, N. Y.**

Capacity, 100. Inmates present, 84.

The buildings enclose three sides of a square, and include a frame administration building; a two-story brick building for women; a frame service building; a brick laundry building; a brick dormitory building, two stories high, for men, and a one-story frame hospital building for men. The buildings are in good repair.

*Recent Improvements.*

New flooring in the general dining room and in the men's sitting room; new iron beds, with wire springs, for the men's hospital.

*Needs.*

A steam power laundry; a central heating plant; a root cellar; a safer lighting system; shower baths in the hospital.

**Wayne County Almshouse, Lyons, N. Y.**

Capacity, 120. Inmates present, 67.

The buildings are well arranged, and are the central administration building, the men's building, to the left, and the women's building, to the right; all brick structures. To the rear are two frame buildings, which are the laundry and the hospital. The buildings are in good condition.

*Recent Improvements.*

Interior painting in hospital, and exterior painting of the women's and administration buildings. Ground was broken for a new piggery, back of the main barns. The old piggery is to be repaired and used as a tool house.

*Needs.*

Further needs are: Better hospital facilities; fire escapes; a mangle for the laundry; shower baths in the men's building; use of pads for mattresses in place of straw ticks; steel ceilings in kitchen.

**Yates County Almshouse, Penn Yan, N. Y.**

Capacity, 75. Inmates present, 39.

The building is a three-story concrete structure with basement, located about five miles from Penn Yan. The building and grounds are well cared for.

*Recent Improvements.*

New porcelain lined bath tubs for inmates; bathroom floors covered with metal; new outdoor scales; new fencing; repairs in laundry.

*Needs.*

Further needs are: Increased water supply and pressure for fire protection; liquid chemical extinguishers; safer lighting system; outside iron stair, or tubular, fire escapes, and a cold storage room for meat.

Respectfully submitted,  
ENOCH V. STODDARD, M. D.,  
*Commissioner of Seventh Judicial District.*

*A Tabular Statement of the Condition of Almshouses in the Seventh Judicial District.*

COUNTY ALMSHOUSE.	Heating	Lighting	Ventila- tion.	Water supply.	Bathing	Laundry.	Drainage.	Fire protection.	Means of escape.
Cayuga.....	Steam.....	Acetylene gas.....	Fair.....	Attic tanks, poor pressure.....	Spray and tubs.....	Steam laundry.....	Good.....	Deficient.....	Good.
Livingston.....	Steam.....	Electricity.....	Good.....	Good supply and pressure.....	Shower and tubs.....	Hand apparatus.....	Good.....	Good.....	Fair.
Monroe.....	Steam.....	Electricity.....	Good.....	Good supply and pressure.....	Good.....	Steam laundry.....	Good.....	Good.....	Good
Ontario.....	Steam.....	Acetylene gas.....	Fair.....	Elevated tank, insufficient pressure.....	Tub baths.....	Partial steam equipment.....	Good. Dry closets used.	Deficient pressure and small water supply.	No exterior escapes.
Saratoga.....	Steam.....	Oil lamps.....	Fair.....	Elevated tank, poor service.....	Tub baths.....	Hand apparatus.....	Good.....	Deficient.....	No adequate means
Schenectady.....	Steam, hot air furnace and stores.....	Oil lamps.....	Fair.....	Good supply and pressure.....	Spray and tubs.....	Hand apparatus.....	Good.....	Good.....	Fair.
Wayne.....	Hot water and steam.....	Electricity.....	Fair.....	Fair supply, good pressure.....	Shower baths and tubs.....	Steam laundry.....	Fair.....	Fair water supply, Good apparatus and pressure.....	No exterior escapes.
Yates.....	Steam.....	Oil lamps.....	Fair.....	Attic tanks, poor pressure.....	Tub baths.....	Partial steam equipment.....	Good.....	Deficient.....	No exterior escapes.



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**REPORT OF THE VISITATION**  
**OF THE**  
**ALMSHOUSES IN THE EIGHTH JUDICIAL DISTRICT.**

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## REPORT OF THE VISITATION OF THE ALMSHOUSES IN THE EIGHTH JUDICIAL DISTRICT.

*To the State Board of Charities:*

As required by section ten of the State Charities Law, I have the honor to present the following report showing the results of the inspection of the county almshouses of the Eighth Judicial District for the current year. In addition to inspections by the Board's almshouse inspector, such visits as occasion required were made to the almshouses by the undersigned Commissioner and by the Superintendent of State and Alien Poor.

### *Administration.*

The general administration of all but one of the almshouses was satisfactory, good care being taken of the aged and infirm poor, and extravagance avoided. The steady improvement in equipment continues, and the result is seen not only to make the inmates more comfortable, but to render administration more easy and economical.

In Niagara county, charges were brought by the board of supervisors, against the superintendent of the poor, Wilber T. Pool, alleging extravagance and incompetence, based on his expenditures and on the adverse reports of the State Board of Charities and of the investigating committee of the board of supervisors. The charges were sustained, and the Governor removed Mr. Pool from office early in 1907, after a formal hearing.

### *Improvements.*

Among the general powers and duties of the State Board of Charities, the Legislature directs that it shall "aid in securing the erection of suitable buildings for the accommodation of the inmates," and "aid in securing the best sanitary condition of the buildings and grounds, and advise measures for the protection and preservation of the health of the inmates."

In advising changes and improvements at the almshouses, the Board desires to work in harmony with the several boards of supervisors to better the conditions so as to comply with the law. It is pleasant to report that many such improvements were made in 1906, on the recommendation of the State Board of Charities, and



that the pleasant relations of the past with the boards of supervisors have continued. The improvements made in the several counties are shown in detail below.

### *Hospital Accommodations.*

In all the counties but one, separate hospital departments are provided for the sick. These are usually found in detached buildings, well equipped for service, and attended by resident nurses. In the remaining county, Wyoming, a detached building is available, if remodeled, for use as a hospital. It is hoped that every county in the district can be reported next year as well equipped in this vital matter. The lack of means should not operate to exclude the sick from the undoubted benefit of hospital treatment, in quiet, well-arranged rooms, with skilled attendance of nurses.

### *Tramps and Wayfarers.*

Most of the counties in this district have, by resolution of their boards of supervisors, excluded tramps from their almshouses. These wayfarers are able-bodied, professional vagrants, who include in their number petty criminals. The few counties which still harbor them should adopt the general practice and exclude them from the almshouses. They are properly to be dealt with by the magistrates, and in the rare cases, where genuine need for relief as dependent poor persons is found, the magistrates can be trusted to deal intelligently with them. In Erie county, for instance, tramps are sheltered at the almshouse, as many as twenty usually being entertained from Saturday to Monday. Section 2, chapter 461, Laws of 1896, provides that "the keeper of the Erie County Almshouse shall not receive any person as an inmate of said institution except upon the written order of the superintendent of the poor of Erie county."

## REVIEW OF INSPECTION.

### **Allegany County Almshouse, Angelica, N. Y.**

Capacity, 90. Inmates present, 60.

The buildings are frame cottages in good condition, arranged with connecting enclosed corridors, on the New York State cottage plan. The buildings have steam heat, lighting by natural gas, abundant water supply delivered under ample pressure, porce-

lain tub bath with shower attachments, good drainage, and a complete steam laundry. There is good provision for fighting fire and stair escapes are now provided.

*Recent Improvements.*

The corridors were enclosed with Georgia pine panels and glass. New flooring in office and employees' dining room; iron stair escapes were provided; clothing racks furnished in the inmates' dormitories; interior painting throughout; the grounds were improved by new wire fencing, landscape work and seats in the yards. It is planned to provide a detached cottage for contagious diseases to supplement the hospital department. This institution has complied fully with the recent recommendations of the Board.

**Cattaraugus County Almshouse, Machias, N. Y.**

Capacity, 100. Inmates present, 83.

The almshouse has buildings grouped on the New York State cottage plan. There are six connected structures, all two-story frame buildings. A separate hospital building for each sex is available. That for women has not been used for hospital purposes.

The buildings have steam heat, lighting by oil lamps, sufficient water supply delivered under good pressure, porcelain bath tubs, steam laundry plant and good provision for fire emergency. The drainage disposal is defective.

*Recent Improvements.*

Repairs were made to the cow barn. The old annex dormitory for men was vacated. Some interior painting was done.

*Needs.*

The needs are: A safer lighting system; better sewage disposal; a new laundry building; shower baths; a coal shed; a cold storage room; more dormitory room for men; verandas on the dormitory buildings; equipment and occupation of the women's hospital buildings.

**Chautauqua County Almshouse, DeWittville, N. Y.**

Capacity, 250. Inmates present, 128.

The buildings are brick structures three stories high. The main dormitory building contains the administration and general

service department. The laundry building is detached. The new dormitory building is connected with the hospital building. A detached one-story brick pavilion for contagious cases is maintained.

The buildings have steam heat, lighting by acetylene, abundant water supply with good pressure, shower and tub baths, a complete steam laundry, good drainage and sufficient provision for fighting fire. Exterior stair escapes are provided.

#### *Recent Improvements.*

The interior standpipes were connected with the water system; interior painting; repairs to drainage system.

This almshouse has complied fully with the recommendations of the State Board of Charities.

#### **Erie County Almshouse and Hospital, Buffalo, N. Y.**

Capacity, 850. Inmates present, 670.

The buildings are limestone structures, three stories high, except the tuberculosis hospital, nursery and storehouse, which are two-story buildings. The principal buildings are the almshouse, the hospital and the nurses' home. A detached building containing the power plant and a detached laundry building are each one story high.

The buildings are heated by steam, lighted by electricity, supplied with abundant water under good pressure, have shower and tub baths, steam laundry, good drainage and good fire protection. Fire escapes are on the almshouse and hospital, but are not supplied on the new home for nurses, tuberculosis hospital and nursery.

The nursery and maternity building were opened for service, the building having been remodeled. An elevator was provided for the hospital.

#### *Needs.*

At the almshouse: Forced ventilation; an electric clock and time detector for the watchman; further equipment of new iron spring beds; additional clothing storerooms; an iron fence to surround the buildings; additional laundry equipment; new roofs on the laundry and hospital kitchen; exterior painting; new sidewalks, and remodeling old storehouse into employees' dormitory.

At the hospital: A modern operating room and surgical equipment; pavilions for the treatment of contagious diseases; ambu-

lance to replace the wagon now used; fire escapes for nurses' home; tuberculosis hospital and nursery buildings; a new morgue; a hospital matron and dietitian; a shower bath for male convalecents; hospital stands for the bedside in the main wards; demolition of the old frame cancer pavilion, and enlargement of the main kitchen.

#### **Genesee County Almshouse, Linden, N. Y.**

Capacity, 100. Inmates present, 69.

The buildings are frame two-story structures, with attics and cellars. The administration building has a rear extension for the service department and a hospital annex. The men's building, to the left, and the women's building, to the rear, are connected by enclosed corridors with the service department. There is a detached laundry building. All are in good repair, but need exterior painting.

No improvements were reported at the last inspection, but fire escapes have been ordered for the dormitory buildings.

The general equipment provides steam heat, acetylene gas lighting, a good supply of water delivered under good pressure, shower and tub baths, a steam laundry plant, good drainage and adequate fire protection. The dormitories are not equipped with outside fire escapes. The hospital annex contains five beds for each sex, the men having the ground floor and the women the upper floor. The rooms are large enough for eight beds each, if so many are ever needed. Competent nurses and suitable hospital furniture should be provided.

#### *Needs.*

The principal needs are: Fire escapes; stamped metal sheathing in the dormitory rooms; hospital appliances, including a drug room; iron beds in the dormitory buildings; nurses for the sick, and outside painting of buildings.

#### **Niagara County Almshouse, Lockport, N. Y.**

Capacity, 150. Inmates present, 144.

The two-story stone almshouse building has two wings and a rear extension. The main building is in good exterior condition, but the interior walls and floors are in need of renovation. The hospital is a detached two-story frame building, with beds for fifteen patients of each sex.

No improvements were reported, and none are provided for. The board of supervisors has ordered that tramps be excluded from the almshouse. The incompetent and extravagant administration of Superintendent Pool resulted in his removal from office by the Governor.

The general equipment is defective in several important respects. Heating is by steam, three separate boilers being located in basements. A central heating plant located in a detached structure is safer and more economical. Oil lamps are used for lighting. There is a small and irregular water supply, often insufficient for domestic use, and not at all adequate for fire protection. The tub baths in the almshouse have cold water connection only, heat being secured by means of steam jets. The laundry is located in the basement, steam power being used. The steam drying racks are encased with wood. The drainage is good. Fire escapes are provided, but means of fighting fire are entirely inadequate. The kitchen equipment is poor. The men's dormitories are overcrowded. Bread is purchased; it should be made at the institution. There is no cold storage room for meats. The neglect of attention to vermin has allowed them to multiply till the building and beds are badly infested. The practice of removing infants from their mothers within forty-eight hours after birth, and sending the babies to an orphan asylum, is heartless and conducive to immorality.

#### *Needs.*

The chief needs are: A large elevated reservoir for water, with power pump; hydrants and standpipes with hose for fire protection; electric lights; shower baths; institutional kitchen equipment; hospital pavilions for contagious cases; a competent institution cook and baker; interior renovation of buildings, including stamped metal sheathing; several new floors; a cold storage room; fire proofing of dry rack case, and a central heating plant.

#### **Orleans County Almshouse, Albion, N. Y.**

Capacity, 150. Inmates present, 69.

The brick almshouse building has two wings devoted to dormitories. Structures of brick are furnished for a hospital and for the power and laundry plant. They are connected by enclosed corridors with the main building.

Recent improvements include only interior painting of the plastering and woodwork in the almshouse. The general equipment provides steam heat; lighting by kerosene oil lamps; good water but small quantity and low pressure from attic tanks; shower and tub baths; a complete steam laundry; good drainage, and suitable fire escapes on the almshouse. A fire escape is needed for the hospital, which also lacks standpipes. The water pressure is light for fighting fire.

*Needs.*

The chief needs are: Better water supply and pressure for fire protection; a safer lighting system; a coal shed; a smokehouse; hospital beds and bedding in the basement ward for men; improvement of the operating room; outside iron fire escapes on the hospital; linen closet and sterilizer for clothing at the hospital.

**Wyoming County Almshouse, Varysburg, N. Y.**

Capacity, 90. Inmates present, 42.

There are three frame buildings connected by open corridors. The administration building in the center has a rear annex for the service department. The dormitory buildings are on each side. The laundry building is detached. An unoccupied cottage behind the women's dormitory should be remodeled and used as a hospital.

The general equipment provides steam heat in the central building and hot air furnaces in the dormitories, lighting by carburetted hydrogen gas, good water, spray baths, steam laundry, good drainage, fire escapes, and adequate fire protection, except that liquid chemical extinguishers are not provided.

*Recent Improvements.*

Additional laundry machinery was purchased and a new roof put on the administration department. The contract was let for a new water system, to include a reservoir, a large standpipe, hydrants and hose.

*Needs.*

The needs are: Hospital equipment in the vacant cottage; extension of a steam heat to the dormitories; liquid chemical fire extinguishers; a mangle for the laundry; hot water connection and shower baths in the dormitory buildings; flooring and metal sheathing in the women's building; repairs to flooring in the toilet rooms.

Respectfully submitted,

WILLIAM H. GRATWICK,  
*Commissioner of Eighth Judicial District.*



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**AN ABSTRACT OF THE  
THIRTY-FOURTH ANNUAL REPORT  
OF THE  
STATE CHARITIES AID ASSOCIATION**

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## **AN ABSTRACT OF THE THIRTY-FOURTH ANNUAL REPORT OF THE STATE CHARITIES AID ASSO- CIATION.**

In compliance with Chapter 546, Laws of 1896, the State Charities Aid Association, a voluntary organization, among whose objects are the visitation and improvement of charitable institutions maintained by the State or by counties, cities or towns, and the placing of destitute children in families, submitted its thirty-fourth annual report, covering its work for the year ending September 30, 1906. It presents the following summary of its work for the year:

"1. The Association's local committees have visited and maintained supervision over the almshouses and public hospitals in 43 of the 58 counties of the State which have such institutions, including the frequent inspection of the very large institutions in the Department of Public Charities and of Bellevue and Allied Hospitals in New York City.

"2. All but one of the thirteen State Hospitals for the Insane and nine of the State Charitable Institutions have been visited during the year from the central office or by the Association's 70 local visitors to State institutions.

"3. Several County Committees have appeared before County Boards of Supervisors, and the New York City Visiting Committee has appeared before the Board of Estimate and Apportionment, to state the needs of public charitable institutions and to urge proper appropriations therefor.

"4. During the past year the Association has established a branch of work for the After Care of the Insane, or the assistance of needy persons discharged recovered from State Hospitals, by helping them to find suitable employment, endeavoring to prevent a return to unhygienic conditions of life, and offering such other friendly aid and counsel as may be required. The work is directed by a sub-committee of the Committee on the Insane; After Care Committees have already been appointed for four of the State Hospitals.

"5. A study has been made by the Committee on the Insane of the methods of detecting cases of insanity and mental defect among arriving immigrants on Ellis Island, also of the methods

of caring for such cases while they are detained, and of deporting them to the countries from which they came. An effort has been made to secure improvements in the methods employed in connection with such cases as described in detail in the Association's fourteenth annual report to the State Commission in Lunacy.

"6. The Committee on Hospitals has made a study of the extent and location of the need for additional public hospital accommodations in the different boroughs of the city, including a collection of data as to the capacity of existing general hospitals as compared with their actual census at various seasons of the year, their plans for additional buildings, the present and probable rate of increase in the population of the different wards of the city and the probable amount of sickness to be expected for which hospital care will be required during the next fifteen years.

"7. All proposed legislation relating to charities has been carefully examined, and the Association has taken an active part, in co-operation with other associations, institutions, and individuals in endeavoring to influence legislation which affected the welfare of the poor. During the legislative session of 1906 the Association took an active part in favor of the following:

#### STATE LEGISLATION.

"a. The establishment, by New York City, of a *Seaside Park*, which shall include playgrounds, sites for convalescent and children's hospitals, etc. Became law.

"b. The *Reorganization of Probation Work*, both for juveniles and adults, throughout the State, pursuant to the recommendations of the State Probation Commission. To be re-introduced.

"c. The erection at State hospitals of *specially designed and equipped buildings* for the *acute insane*. Became law.

#### FEDERAL LEGISLATION.

"a. Securing better care for *insane aliens* awaiting, or in process of, deportation. Still pending.\*

"b. The establishment of a *Children's Bureau* in the Department of the Interior, to collect and disseminate information relating to the welfare of children. Still pending.

"8. The Association had under the oversight of its various branches and Committees on October 1, 1906, 1,199 children who had been placed in families with or without payment for board.

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\* Enacted since the date of this report.

or were with their mothers in situations. Of these children 402 were in free homes, and 567 with their mothers in situations. If these children were collected in one institution, the expenditure for site and buildings would certainly be at least \$500,000 and the annual expenditure for maintenance not less than \$120,000. Under the present plan there has been no expense for land or buildings, and only about \$12,000 per year for placing-out and subsequent supervision. The superior advantages of family life for these young children are not less marked, and are far more important to the community than the incidental economy of the plan. The work for children has been carried on by the following committees and branches:

"a. The Committee on Placing-out and Supervision of Children in Families has found permanent free homes in carefully selected families for 78 destitute children, nearly all of whom were public charges, and has exercised a careful supervision over these children, as well as over those placed out in preceding years. The total number placed-out in families by the Committee, from August, 1898, to September 30, 1906, is 608.

"b. The Committee on Assisting and Providing Situations in the Country for Destitute Mothers with Infants secured 619 situations for homeless women with their babies during the year, and had 884 women with babies under its care.

"c. The State Charities Aid Association and the New York Association for Improving the Condition of the Poor, jointly, through the agency of a committee called the Joint Committee on the Care of Motherless Infants, have worked for eight and a half years in co-operation with the Department of Public Charities of New York City, and had under their care in boarding homes during the year ending September 30, 1906, 317 motherless babies received from the Department of Public Charities. This work will hereafter be carried on by the State Charities Aid Association alone.

"d. The Newburgh Agency for Dependent Children, maintained by the Association's Committee in the City of Newburgh, visited and maintained an effective oversight over 64 destitute children from that city placed in families or institutions, and investigated 15 applications for the admission of children to the Children's Home, maintained by the City and Town of Newburgh.

"e. The Columbia County Agency for Dependent Children assists the Superintendent of the Poor of Columbia County in the investigation of the circumstances of children who are, or are sought to be made, a charge on the County. As a result of the work of this Agency the number of children maintained by the County in private institutions has been reduced from 98 at the beginning of the year 1901 to 54 on September 30, 1906.

"f. The Rockland County Agency for Dependent Children was established April 1st, 1905, to assist the Superintendent of the Poor in caring for children who are wards of the County. As a result of the work of this agency the number of children maintained by the County has been reduced in a year and a half from 75 to 38. During the past year twelve children have been returned to parents and relatives; three have been placed in free family homes; four have become self-supporting; and one has been transferred to a State institution for defectives.

"g. Through County Committees, supplemented by the Placing-out Agency, the Association has maintained a friendly supervision over some of the dependent children placed-out in free or boarding family homes by public officials in Allegany and Nassau Counties."

The Association reported that:

"Thirty-seven of the Association's County Committees outside of New York City have sent to the central office reports of their work during the past year." Abstracts of the reports from the County Committees are as follows:

*"Allegany County.*—During the past year a number of improvements have been made at the county almshouse, including fire escapes, the enclosing of the corridors connecting the buildings, hardwood floors for the administration building and the provision of clothes racks in the dormitories. Nine children became public charges during the year, of whom three are at the boarding home for children, two were sent to the Syracuse State Institution for Feeble-Minded Children, two have been taken by their mothers, and two have been placed for adoption in free family homes.

*"Cattaraugus County.*—The following report has been received from the Committee: 'The Committee visited the county *almshouse* and were extended a cordial welcome by the same

genial people who have had charge for a number of years. We found everywhere the usual good conditions existing, food of good quality and all they wished for. The sick are well-cared for as well as the infirm. At present there are eighty-five people at the almshouse and of that number only eighteen women and one feeble-minded. She is obliged to remain there on account of the over-crowding at the State institution. Improvements are going on about the buildings in many small ways, such as painting the interior, room after room, as required to keep in good condition. The most noticeable improvement is that of fire escapes which have been recently added to the building, and they are so complete that in case of fire every inmate could be rescued.

‘Regarding care and cleanliness, the committee had no suggestions to make. But a veranda added to the women’s building would be a pleasure as well as a great comfort, as many of them cannot walk about and get sufficient outdoor air. We trust this year some system of lighting, other than kerosene lamps will be adopted. Something should be done in this direction as the present plan is unsafe.’

“*Chautauqua County*.—The almshouse maintains its usual excellence and is very frequently visited by the active and efficient Committee of the Association in this county. The keeper and matron, who have for so many years served the county with such efficiency and devotion, resigned during the year and the work is now being done by the Superintendent of the Poor and his wife.

“*Chemung County*.—The Committee in this county is one of the most active of the Association’s local committees, and during the past year has held eleven meetings, at which the average number of members present was eleven, and the almshouse has been visited eleven times by seventeen different members of the Committee. The Committee has appeared before representatives of the Board of Supervisors to urge the need of improvements at the county almshouse. The greatest needs at present are a better lighting system and a steam laundry. Institutions of this size are now generally equipped with modern laundries and the saving in labor and the improvement in the cleanliness of the bedding and clothing amply justify the initial expenditure on the grounds of both economy and hygiene. The only improvements made during the past year are new farm fencing, cold storage and a

new cesspool. The buildings are not kept well painted and in good repair, and the care of the sick and the general administration are governed by a parsimonious policy which results in an unsatisfactory system of care. The institution is not keeping abreast with the modern improvements which many county almshouses are adopting, and a more generous and intelligent policy of administration is recommended by the Committee.

*"Columbia County.*—Thirteen visits have been made by members of the Committee to the almshouse during the year, but no meetings have been held. The almshouse is reported to be in good condition and well managed. Although there is no trained nurse, there is a nurse who has had fifteen years' experience, who takes excellent care of the sick and feeble inmates.

*"Delaware County.*—The almshouse is reported to be in good condition and satisfactorily managed. During the year all the buildings have been painted on the outside and seven rooms on the inside. The greatest need is a steam laundry, for the inmates are almost all old and feeble and labor-saving machinery should be provided to assist the small force of paid employees in caring for them.

*"Dutchess County.*—During the past year the windows and doors of the almshouse have been screened, an improvement which was recommended in our report last year. As no other important improvements have been made, the needs remain the same, the most urgent being additional paid employees and a steam laundry.

*"Erie County.*—The Association's Erie County Committee has presented the following report on the condition and needs of the institutions which they visit:

'The Committee has visited the almshouse and hospital frequently during the year and has found the institutions generally in good condition as regards cleanliness and order. The ventilation is not very good in either building. The reason given in the almshouse is the objection on the part of the old people to having the windows open, and we have ample proof that this is true. The wards of the hospital, particularly the women's medical ward, have frequently been found very close and unpleasant. The arrangement of the wards does not permit of a very good circula-

tion of air; still with practically the same arrangements at the State Hospital we do not find the same troubles existing. The rebuilding of the building formerly used for the nurses' home, into a maternity ward, which is approaching completion, will serve two purposes — first, in keeping that department of hospital service quite distinct from the hospital proper, and secondly, giving the use of another ward which is much needed for patients.'

" *Essex County.*—The Committee is very well satisfied with the management of the almshouse, and reports that in most respects it is in very good condition. During the past year a steam laundry has been provided, also fire escapes and new paint on the outbuildings. The fire protection and the ventilation are not altogether satisfactory, but in other respects the conditions are good.

" *Franklin County.*—The Committee is very well satisfied with the condition and management of the almshouse and has no suggestions for improvement to make. The improvements of the past year are steel ceilings in nearly all the rooms and hardwood floors. The almshouse is a small one with only 33 inmates October 1st, and only 5 of these women, and as there is a staff of three women and two men besides the keeper to care for the inmates and the buildings and grounds there is no reason why the conditions should not be very satisfactory.

" *Genesee County.*—As only minor repairs have been made at the almshouse during the past year the needs remain the same, the most important of which are iron beds, steel ceilings, a fire escape for the hospital and a trained nurse. In other respects the almshouse is in good condition and well managed. Last Christmas the Committee sent the inmates a very nice box of fruit, sweetmeats and many articles for their rooms, and the interest and kindness of the Committee were greatly appreciated by the inmates.

" *Greene County.*—The almshouse is reported to be very well managed and in cleanliness and order it is very satisfactory. The food also is good and the water supply and the plumbing are satisfactory, but the drainage and ventilation are not all that they should be, and the protection against fire is also somewhat inadequate. No special improvements have been made during the past year.



*"Herkimer County.*—No special improvements have been made at the almshouse during the past year, and the special need continues to be better care for the sick. The accommodations for such cases answer the purpose very well, but there should be a nurse employed to look after both the men and the women. A nurse who has had experience at the Utica State Hospital would be a good selection and would be less expensive than a graduate of a general hospital school. The water supply, plumbing and drainage are said to be very satisfactory. The ventilation is somewhat imperfect, as is frequently the case in such institutions, especially when not recently built. There are three epileptics in the almshouse and four or five feeble-minded inmates who should be in State institutions.

*"Lewis County.*—The much-needed hospital building has been finished and furnished, and the chief need now is a suitable nurse for the sick. The almshouse is reported to be in very good condition and well managed. The ventilation might be better, as is usually the case in such institutions, but it is difficult to secure good ventilation when the inmates insist on keeping the windows closed. The Committee as usual, furnished a pleasant Thanksgiving entertainment.

*"Livingston County.*—The almshouse was visited by the Assistant Secretary in company with the Secretary of the local committee on September 21st and the following extracts from the report on this visit are presented:

'The accommodations have been very much improved since the previous visit from this office, by the reconstruction and refitting of the building formerly occupied by the insane and long disused. In this building the men inmates on the date of visit, about 35 in number, are accommodated, while the adjacent building, formerly occupied by men, is now occupied altogether by women, of whom there were less than 20. The old building where the women were formerly kept is now occupied only by the Superintendent and his family, a very desirable change, as this building was obsolete in construction and very unsuitable for the proper care of almshouse inmates. The buildings have been fitted up with modern plumbing, including porcelain lined bath tubs, and so far as construction and equipment are concerned the almshouse is in satisfactory condition. The management is so poor,

however, and the care of the buildings and inmates so far below the standard generally maintained in such institutions, that this almshouse can not be considered otherwise than very unsatisfactory. The only hired help besides the Superintendent and his wife, who acts as matron, are a man on the farm, a man in charge of the men inmates, who spends part of his time working on the farm and grounds, and a woman cook. There is no attendant to care for the women inmates, all but one of whom are old, most of them very decrepit and some of them sick. The need is very urgent for a good woman attendant, preferably one experienced in nursing the sick, who should have charge of all the women, and with the assistance of the man attendant, of the sick men also.'

*"Madison County.*—The almshouse is reported to be in its usual excellent condition and very well managed. Recently all the buildings have been wired for electric light and in all important respects the buildings are well equipped and well cared for. A new floor in the men's dining room is mentioned as a special need at present. There is a separate building for cases of pulmonary tuberculosis, but at present there is only one patient with this disease. The children who are public charges are sent to the County Home for Destitute Children at Peterboro.

*"Montgomery County.*—The almshouse is reported by the Committee to be in very good condition and well managed. The most urgent need continues to be an electric lighting system to replace the kerosene lamps, from 25 to 30 of which are now used. This is a dangerous system of lighting and as there are no fire escapes on the building there might be difficulty in getting the inmates out in case of fire. Another need is a vegetable cellar.

*"Nassau County.*—The following extracts from the annual report of this Committee show its activity and the condition of some of the institutions in which it is interested.

'During the year no meeting has been omitted, and the average attendance has been a fraction larger than the previous year. Four of the members were present at every meeting. No resignations have been received and no new members have been elected. The present membership is twenty-nine.

'The town poor house of Hempstead has been visited by members of the Committee about once a month during the year, and

four written reports have been given. These have all spoken highly of the cleanliness and good order prevailing in this institution. The largest number of inmates reported was thirty-two.

‘From the Committee for Jones Institute, two verbal and one written report have been received. The largest number of inmates reported was forty-four. The management has been entirely satisfactory, and the house has been found clean and orderly. A Bible reader visits the inmates and religious services are held. Every year the inmates are provided with a Christmas dinner which is the gift of a member of the Committee.’

Jones Institute, as the town almshouse of North Hempstead and Oyster Bay is called, is still in urgent need of a better system of securing water. The present system of relying on a windmill is unsatisfactory as the wind is, of course, uncertain. During the past year new closets have been added, the shades replaced at the request of the Committee, and the pigpens removed to a distance from the building.

*“Oneida County.*—The urgent need of a detached laundry building at the county almshouse, which has been reported for so many years, was met last year by the erection of a suitable building, which most unfortunately was destroyed by fire, September 27th. A new building is being erected, and it is hoped that better protection against fire will be furnished. This accident calls attention to the inadequacy of the protection of other parts of the almshouse plant against destruction or injury by fire. At present the pressure from the water mains is low. There are no stand pipes, the amount of hose attached to the hydrants is insufficient. In the work and service building only hand fire extinguishers are provided, and on the men’s side the iron stairs extending from the ground to the upper story have iron rods for treads and are rickety and dangerous. What is needed to safe-guard these buildings is a pumping attachment to the steam boilers, stand pipes in the inmates’ buildings and 800 feet of hose to attach to the hydrants.

“The other urgent and long standing need of this almshouse is a separate hospital for the sick, such as all other almshouses of over 150 inmates now possess. At present the sick occupy infirmary rooms in the main building. The room occupied by senile men patients urgently needs a toilet and bath room in connection with it. The sanitary condition of the buildings would be much improved if the toilet and bath rooms were located in water

sections instead of in the midst of the buildings. Buildings of this size at State hospitals and State charitable institutions are almost always provided with separate water sections, and this plan should be followed in large almshouses. The improvements during the past year are a large piazza on the administration building, needed repairs to plumbing, and the painting of the exterior wood work.

*"Onondaga County.*—With the exception of the ventilation the conditions at the almshouse are very satisfactory. At present better ventilation seems to be the greatest need, and some method should be devised for securing it. Other needs are fly screens and a new cooler. A number of improvements have been made during the past year. By throwing several small rooms into one, a large dormitory has been provided on the fourth floor, with a new ceiling and floor, fresh paint, new beds, blankets and pillows. A new iron stairway has been built, and new hardwood floors laid in two halls. Other improvements are the painting of walls, electric wiring, a new cement floor and fresh paint in the men's sitting room, a new fire escape, the redecoration of the keeper's quarters and a new team and harness. The census of this institution was 270 October 1st, and the pay roll shows 18 employees for the almshouse and 15 for the hospital. In addition to the ordinary patients, the hospital was treating 8 cases of pulmonary tuberculosis, for whom the pavilion and the tent and piazza treatment furnish excellent facilities.

*"Ontario County.*—The Committee continues to call attention to the need of a new almshouse to replace the present building which is too old and obsolete in construction and equipment to be worth improving to any considerable extent. Notwithstanding the poor facilities provided, in many ways, the almshouse is very well managed and kept in a very satisfactory condition of cleanliness and order.

*"Orange County.*—The almshouse for the City and Town of Newburgh is reported by the Committee to be in very good condition and well managed. The chief need is a good nurse for the sick, who are now cared for in separate rooms by the matron with the assistance of the inmates. During the past year a new piazza has been added to the building for women.

*“Orleans County.*—The almshouse is reported to be in good condition in almost all respects. During the past year the third floor has been painted and papered throughout and new arches have been provided for the boilers. The most urgent needs at present are an enlargement of the ice house, and the provision of a proper coal shed. The following is an extract from the report of our Visitor: ‘During the year a change in the administration of the county house has been made, the Superintendent resigning and another one being appointed.’

*“Oswego County.*—Both the county and the city almshouses are reported to be in good condition and well managed. Both have had new ceilings during the past year and some painting has been done. The city almshouse is of recent construction and is evidently much better equipped than the county institution. For instance the county almshouse, with a population on October 1st of 67, has two bath tubs, while the city almshouse, with a population of 39, has five modern tubs and a spray bath is to be put in before long. At the city almshouse religious services are held regularly the first Sunday of each month and usually on the third Sunday also, while at the county almshouse religious services are not held regularly. In these and other respects in which the city almshouse excels it should be taken as a model by the county.

*“Rensselaer County.*—An improvement in the heating system has been made during the past year and the most urgent need at present is for better plumbing on the men’s side of the almshouse. As reported last year, the accommodation furnished for tubercular cases is unsatisfactory and special pavilions should be provided for patients suffering from this disease, as is done at the almshouse in Onondaga County near Syracuse, an institution of about the same census.

*“Rockland County.*—The hospital is not yet completed but will probably be ready for use before long. It is to be hoped that when this building is occupied, suitable nurses will be employed to care for the sick, who are now cared for, or neglected as the case may be, in the general wards by fellow inmates. The hospital should make suitable provision for cases of pulmonary tuberculosis, of which there are now three in the almshouse, endan-

gering the health of other inmates, as no precautions are taken to prevent the spread of the disease or to give patients the benefit of the fresh air treatment or other remedial care. The almshouse is more cleanly and orderly on the women's side than on the men's and a higher standard should be maintained for the whole institution. The ventilation is rather poor, and there should be a more systematic effort to get the inmates out and air the wards, particularly in the men's department. The fire protection has been improved by the addition of tanks for the storage of water, but fire escapes are needed to make the building safe.

*"St. Lawrence County.*—The only improvement reported for the past year is hardwood floors which were much needed. Other equally urgent needs are better plumbing, better fire protection, steel ceilings and a detached hospital. As suggested last year this county should follow the example of its neighbor, Jefferson County, and make an appropriation to completely repair the old buildings and put them in good condition.

*"Schenectady County.*—The almshouse is reported by the Committee to be in good condition and well managed.

"As the buildings are new very little is needed in the way of repairs and improvements. Some painting and kalsomining has been done during the past year. Five children were born in the almshouse during the year and they were all sent to orphan asylums. We commented last year upon the custom which seems to prevail at this institution of allowing, and perhaps even encouraging women whose babies have been born in the almshouse to go out a few weeks after their confinement and leave the babies. Such women should be forced to remain in the almshouse and nurse their babies while they are young, and unless the circumstances are very unusual they should be obliged to take their children with them when they leave. Good situations at domestic service can be found without difficulty by such women where they can keep their children with them, and both for the sake of the child and the mother they should be kept together. Forty-nine children became public charges during the year and were sent to institutions. This is very much too large a number for a county of this size. As was pointed out in our report last year this county maintains a large number of children who are not proper public charges judging by a comparison with other counties where an investiga-

tion is made of the circumstances of the families of dependent children. The county needs an Agent for dependent children to assist the Superintendent of the Poor in this important branch of work.

*“ Seneca County.*— A gasoline engine is being installed at the almshouse to pump the water, and the supply will be ample when this is completed. The plumbing is not very satisfactory, but it has been improved during the past year. The drainage is very good. The ventilation is rather poor. The cooking is still poor, and one of the greatest needs of the almshouse is a good cook. A practical nurse is also an urgent need. A steam laundry should be provided and an acetylene gas plant. The fire protection is not adequate, and an outside staircase is needed.

*“ Steuben County.*— The almshouse is reported to be in its usual good condition and well managed. The Committee reports that the general tone of the almshouse is one of comfort and that the grounds are well cared for. The special need at present is new toilet rooms in the men's department and these will be asked for this year.

*“ Suffolk County.*— The almshouse is reported to be in as excellent condition as usual, under the able management of its experienced and devoted keeper and matron. Some general repairs have been made during the year.

*“ Sullivan County.*— The Committee brought to the attention of the Board of Supervisors the need of improvement at the almshouse in the laundry department and elsewhere, and new tubs, etc., were provided, also a new oven, ventilation in the men's building and a hand rail along the walk from this building to the dining room. The special needs remain, new beds in the women's building and an additional assistant for the matron. In other respects the almshouse is in excellent condition and well managed. There were but 43 inmates October 1st, and to care for them the county provides a keeper and matron and three assistants.

*“ Washington County.*— The almshouse is reported to be in very good condition and well managed. The completion of the new water works and the installation of new faucets, so long an urgent need, leaves

little more to be asked for. For a population of about 75, the only paid employees besides the keeper are the matron, the farmer and the inmates' cook. A good nurse to care for the sick would seem to be desirable.

*Wayne County.*—The almshouse is reported to be in good condition and well managed. The chief improvement during the past year is the enlargement of the cemetery lot. Better clothing is needed for the men. The Committee holds regular quarterly meetings and during the past year has held four other meetings at the almshouse.

*Westchester County.*—The Committee has held four quarterly meetings and one special meeting during the year, with an average of six members present. Formal letters, written on behalf of the Committee, have been sent to the Almshouse Committee of the Board of Supervisors, and frequent conferences have been held with the Superintendent of the Poor and the keeper of the almshouse. The Committee submits, as usual, a detailed report on the various features of the condition and needs of the institution which it visits. The water for the almshouse is supplied by separate reservoirs belonging to the institution and is sufficient in ordinary weather. At certain times in the year, however, the pressure is not strong, and it seems doubtful whether it is quite adequate in case of fire. It would be much better if connection were made between the almshouse and the Tarrytown reservoir, which is less than one-eighth of a mile distant and has a practically inexhaustible supply. The plumbing is somewhat old-fashioned and in need of considerable overhauling, especially in the toilet rooms in the old hospital, from which a bad odor emanates and pervades the entire building. The old cells used for the detention of disorderly inmates, if used at all, should be improved and renovated, as they are not now fit places for such a purpose. The only considerable improvement made during the past year is a very fine new horse barn. Plans are now being drawn for a new morgue — and it is hoped that the Supervisors of the County will approve and grant the necessary appropriation. The most urgent need is considered by the Committee to be a night nurse in the hospital for tuberculous cases. There are at present some 25 patients in this hospital, and though the majority of them are able to be about, and not in need of



constant attention, yet the situation would seem to require some trained care and nursing at night.

*“ Wyoming County.—* The most urgent needs of the almshouse reported last year have been met by the completion of the new water supply and the provision of new washing machines. New tin roofs have also been provided, and the special need at present is a new straw barn. The almshouse is said to be in very good condition and well managed, and as there were but 36 inmates October 1st, with six paid employees besides the keeper, there is sufficient help to take good care of the buildings and the inmates. This county furnishes an excellent example to other and larger counties in the direction of providing adequate paid help.

*“ Yates County.—* During the past year a new tank has been provided in connection with the water system. A water-closet is needed on the second floor in the women's department, and an upper porch for the old women, only 12 in number, would be a very desirable addition. In most respects the almshouse is in good condition and is well managed.”

The Association states the abstract of the report of New York City Visiting Committee shows that:

“ The past year has been one of remarkable encouragement for this Committee. Several millions of dollars have been appropriated for urgently needed new buildings for the sick and infirm poor. The suggestions of the Committee not only have been courteously received by the Departments of Public Charities and Bellevue and Allied Hospitals, but have been invited, and every facility has been extended to its members in ascertaining conditions. Its representations before the financial authorities of the city have been favorably received and have been of publicly recognized assistance in securing much needed appropriations. The scope of its work has been enlarged in many ways, notably by the extension of its employment work for the aged and infirm in the Staten Island Farm Colony and among the blind on Blackwell's Island. The co-operation of several groups of persons who visit public institutions as friendly visitors to the inmates has been secured. The following is a list of the principal reports made as a result of its investigation during the past year.”

In regard to Bellevue and its allied hospitals association reports:

"The estimate of the expenses of the maintenance of the hospitals during 1907 is especially worthy of note because of the request therein for an increase of \$123,598 in the salary account, largely for the purpose of paying the lower grades of hospital helpers better wages. A careful analysis has been made of this estimate by the Visiting Committee and a comprehensive printed statement is ready to be submitted to the Board of Estimate and Apportionment upon the need for the various items.

"The supplies throughout the Department have been of good quality and better served than in the past. A number of regulations have been put in force for the protection of patients and for purposes of economy. The Committee has suggested a regular system of dental treatment of the hospital patients.

"Plans are under way for the enlargement of the Bellevue Training School for Nurses, which was organized under the auspices of this Committee. An appropriation of \$244,000 has been made for a site for a new Nurses' Home, and \$628,000 for its erection. The School is to be extended to furnish nurses for Harlem and Fordham Hospitals and possibly to the Board of Health, and a General Superintendent is to be appointed.

"*Bellevue Hospital*.—One of the most notable features of the administration of the hospital has been the appointment by the Trustees, under the title of "Relief Nurse," of a trained nurse for the friendly aid of patients and their families, and for their care after leaving the hospital. This is the first instance of work of this kind in any hospital in this city, as far as we know. The institution of a club for women employees by settlement workers, with the co-operation of this Committee, has afforded them means of recreation and noticeably improved their morale.

"The work of the Tuberculosis Clinic has increased and has been better systematized. The power house has been enlarged to supply heat to the new pavilions during their erection. An old boiler-room has been remodeled for a men's dormitory.

"*Gouverneur Hospital*.—A large part of the new wing has been occupied and the old wing is now being altered. The top floor of the new wing has made an excellent dormitory for the men employees. The out-patient service has steadily increased since the opening of the new wing. The Visiting Committee has made several suggestions for the relief of conditions incident to the congestion in this service.

*“Harlem Hospital.*—The new Harlem Hospital probably will be ready for occupancy early in 1907, providing good quarters for patients and employees. The buildings are well arranged and the grounds will be laid out by a competent architect.

*“Fordham Hospital.*—Very few improvements have been made as it is hoped that the new building will be ready for occupancy early in 1907.”

On the Department of Public Charities, the Association reports:

“The appointment of Robert W. Hebbard as Commissioner on January 1, 1906, has been the notable event in the history of the Department during the past year. Commissioner Hebbard served in responsible positions in the Charity Organization Society, and later for nine years as Secretary of the State Board of Charities. A reception was given to him by the Visiting Committee in February, in order to show its appreciation of the value of such an appointment based on expert qualifications and merit. His administration has been one of broad policies, high standards of discipline and of organization, and has resulted in better care of patients and in an attitude of sympathy with his work, on the part of the city authorities.

“On March 2, 1906, Commissioner Hebbard submitted an estimate of \$12,157,000 as the amount needed for expenditure during a period of three years, to cover necessary structural improvements in the Department and on June 29, 1906, Commissioner Hebbard requested an appropriation of \$1,593,000 for the most urgent needs for new buildings and permanent improvements in the Department. The Visiting Committee considered the first of these requests in detail, in a printed statement pointing out especially the small proportion of the amount for almshouses, which is justified by the fact that the increase in hospital facilities in the past has been attended by a decrease in the percentage of permanently dependent poor. This was submitted to the Board of Estimate and Apportionment whose engineer reported the need for the total amount, recommending however, the immediate allowance of only \$968,000, which was approved. This was referred by the Board of Aldermen to its Finance Committee and no action seemed likely until Autumn, but at the request of the Secretary of the Visiting Committee a public hearing was granted on July 30, 1906, at which strong arguments were advanced by the Commissioner, members of the Committee and others, which resulted in the granting of the entire \$968,000.

" In his report the Engineer of the Board of Estimate gave the most urgent needs as follows:

" Enlargement of City Hospital, Blackwell's Island.	\$175,000 00
" Enlargement of Metropolitan Hospital, Blackwell's Island.....	300,000 00
" Improvements required at City Home, Blackwell's Island.....	165,000 00
" Additional water towers, Children's Hospitals and Schools, Randall's Island .....	42,000 00
" Fumigating plant, New Municipal Lodging House, Manhattan.....	25,000 00
" New Morgue, Kings County Hospital, Brooklyn.	40,000 00
" Additional boilers, Kings County Hospital, Brooklyn .....	26,000 00
" Fireproof stairway and elevator, Home for Aged and Infirm, Flatbush, Brooklyn.....	30,000 00
" Additional Buildings, Coney Island Hospital...	100,000 00
" Erection of a stable and installation of a suitable heating plant and modern plumbing in Department office, No. 327 Schermerhorn street, Brooklyn . . . . .	40,000 00
" Helpers' dormitory, New York City Farm Colony, Borough of Richmond .....	25,000 00
" Total . . . . .	<u>\$968,000 00</u>

" Besides the appropriation of \$968,000 for new buildings, etc., an additional \$115,000 was made available for the new Municipal Lodging House on November 8, 1905. On November 10, 1905, by the appropriation of \$800,000 a total of \$1,000,000 was made available for the new Sea View Tuberculosis Hospital on Staten Island. Another \$1,000,000 is to be appropriated. The Commissioner has requested \$203,367.75 of revenue bonds, chiefly for supplies and contingencies to prevent prospective deficiencies.

" Supplies throughout the Department have been sufficient and of good quality as a rule. Careful attention has been given to dietaries and the inspection of food supplies has been greatly improved.

One important feature of the Commissioner's estimate of the expenses of his Department for 1907 is the item of \$36,600 to provide fair wages for men, women, and children now employed at less than 25 cents a day. The Visiting Committee has prepared a printed statement carefully analyzing the entire estimate and discussing the need for the various items.

The usefulness of the Committee has been greatly increased by the cooperation of the Commissioner, who has sent copies of all special and general orders. Preliminary sketches of new buildings have also been sent with request for suggestions. These opportunities were enabled to cooperate more fully and more intelligently with the Department.

The Committee's reports has aided in the removal of some insane inmates, and the better classification of the other inmates of the Home for the Aged and Infirm on Blackwell's Island; in the relief of the overcrowding at the Metropolitan Hospital by transfers to the Home for the Aged and Infirm; securing the reconstruction of an old prison building at Randall's Island, where the men employees sleep in cells; in the removal of the children's service from the general wards to better equipped wards in a separate hospital building, at Kings County Hospital; in the removal of boys and girls from wards containing disorderly women in the Kings County Hospital; and in the provision of a roof garden at Cumberland Street Hospital. Suggestions have been made for the transfer of the blind and mute children from the Randall's Island Children's Hospitals and Schools to institutions in which they might receive special instruction, and for the prompt removal of cases of contagion by the Board of Health. Suggestions have been made for the relief of the overcrowding at the Brooklyn Home for the Aged and Infirm.

#### "GENERAL NEEDS OF THE DEPARTMENT.

"1. Redistribution of population to equalize overcrowding.

"2. The relief of the overcrowding at the City Home for the Aged and Infirm, Brooklyn Division, by the completion of additional accommodations at the New York City Farm Colony.

"3. A central electric lighting plant for the institutions on Blackwell's Island, and a similar plant for the institutions on Randall's Island.

"4. V  
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mal activities.

"SOME OF THE IMPORTANT NEEDS OF VARIOUS INSTITUTIONS.

*"Boroughs of Manhattan and the Bronx.*

"Bureau of Dependent Adults:

"A new building.

"Children's Bureau:

"A new building.

"Steamboats and Docks:

"1. A ferryboat for a passenger service from the East 26th street dock, separate from the freight service.

"2. A ferryboat for a ferry service between the Metropolitan Hospital dock and the opposite shore.

"3. A new steam launch for the ferry service to the Randall's Island Children's Hospitals and Schools.

"City Hospital:

"1. A covered pier to protect patients and supplies when landed at the hospital in bad weather.

"2. A superintendent's cottage, which would permit using as wards or for doctor's quarters the space now occupied as living apartments by the superintendent.

"3. A protective wire cage or enclosure upon the roof of the pavilion for erysipelas, disturbed and paralytic patients.

"4. A storehouse with workshops.

"5. A chapel.

"6. A Hydro-therapeutic outfit.

"7. An X-ray outfit.

"8. Additional fire escapes at the Nurses' Home.

"9. A gymnasium and swimming pool at the Nurses' Home.

"New York City Home for the Aged and Infirm (B. I.):

"1. New bath-houses.

"2. A central place for storing clothing of inmates. This might be provided in connection with the new bath-houses.

"3. A revision of classification of inmates; removal of all but crippled, seriously ill, very aged, or otherwise infirm, inmates.

"4. Better quarters for male employees.

"5. Better recreation rooms for male and female inmates.

"6. A large operating room.

"7. A reduction of the number of inmates in certain wards which are now overcrowded and ill-ventilated, particularly at night.

- " 8. Better provision for employment of inmates.
- " 9. General kitchen and dining room building.
- " 10. Better provision for medical and surgical clinics.

" Metropolitan Hospital:

- " 1. Additional provision for tuberculous patients.
- " 2. A new Nurses' Home, the present Nurses' Home to be converted into a dormitory for female employees.
- " 3. A new building to increase capacity for patients.
- " 4. A new central kitchen building with dining rooms for doctors, officers and employees.
- " 5. A central linen room, and a better system of handling linen and ward supplies in the wards and laundry.
- " 6. Sorting rooms for laundry.
- " 7. Balconies for the wards on the south side of the main building.
- " 8. Direct ferry service to 86th street.
- " 9. The planting of trees about the Tuberculosis Infirmary.
- " 10. Modern ward furniture of iron and glass for Tuberculosis Infirmary and most of the main buildings.
- " 11. Elevators and wide iron-slat balconies without roofs for men's and women's buildings at the Tuberculosis Infirmary.
- " 12. Reception buildings, one for general service and one for tuberculosis service.
- " 13. House for the resident medical staff.
- " 14. Stables.
- " 15. Shop building.
- " 16. Quarters for pathological laboratory and morgue.

" New York City Children's Hospitals and Schools:

- " 1. A kitchen and dining room building.
- " 2. Reconstruction of female helper's dormitory.
- " 3. A new industrial school building.
- " 4. A pavilion for children suffering from venereal diseases.
- " 5. A pavilion for crippled children.
- " 6. Additional facilities for the care of adult feeble-minded.
- " 7. Additional quarantine pavilions.
- " 8. A new ice house.
- " 9. Water towers at several buildings.
- " 10. A new powerhouse nearer the water.
- " 11. Reconstruction of present powerhouse for a kitchen.

"12. Reconstruction of present kitchen as a dormitory for women employees.

"13. Nurses' home.

"14. Laundry building.

*Boroughs of Brooklyn and Queens.*

"1. A centralized ambulance system.

"2. An additional large central hospital, with at least 500 beds.

"3. One or more additional emergency hospitals.

"4. Seaside hospital. Provision should be made directly on the sea shore near the city for tuberculous children and other sick children, under the care of the Department in all boroughs of the city, and also for convalescent patients.

"Kings County Hospital:

"1. A new children's building.

"2. A maternity building.

"3. A new Nurses' Home, leaving the present Nurses' Home as a dormitory for male employees.

"4. A dormitory for female employees.

"5. An addition to the bakery.

"6. Alteration of heating apparatus.

"7. Electric elevators or reconstruction of the existing elevators.

"8. A new morgue and clinical laboratory.

"9. A new neurological building.

"10. A fence around the Hospital and Home.

"11. Reconstruction of "Annex" building.

"12. Painting exterior of main building.

"13. An enlarged sewerage system.

"14. An addition to the laundry.

"Home for the Aged and Infirm (Brooklyn):

"1. Elevators for both men's and women's dormitories.

"2. Fireproof stairways in the men's dormitory.

"3. A workshop.

"4. Removal of the hospital service to the present neurological building.

"Cumberland Street Hospital:

"1. New floors.

"2. A Nurses' Home b



" 3. A separate house to be used temporarily for the nurses, making the entire wing, occupied at present by the nurses, available for isolating rooms and other hospital purposes.

" 4. Extension of front elevator shaft to the roof.

" 5. A new crematory.

" Bradford Street Hospital:

" 1. A new hospital plant with a better hospital organization.

" 2. Proper reception facilities for dispensary patients.

" Coney Island Reception Hospital:

" A new hospital plant. (Plans are being prepared.)

" New York City Farm Colony:

" 1. Additional cottages and dormitories for almshouse inmates.

" 2. A new laundry.

" 3. A new barn, the old barn to be reconstructed for use as a dormitory.

" 4. A Resident Physician, and hospital accommodation.

" 5. A dormitory for employees.

" 6. Uniforms for inmates.

" 7. A new morgue.

" 8. A new ice house.

" 9. Good roads and drives.

" A Tuberculosis Hospital:

" (Plans are ready for advertisement.)"

## REPORT OF THE SUB-COMMITTEE ON STATE CHARITABLE INSTITUTIONS.

Of the fifteen State charitable institutions, nine have been visited during the past year by officers or members of the Association. These institutions care for about 7,500 inmates, with about 1,900 in the five reformatories for women and children, and about 3,000 in the four institutions for the feeble-minded and epileptic.

" The success of the recent departure in connection with the reformatory treatment of boys at the State Agricultural and Industrial School in the western part of the State emphasizes the need for the greatest possible expedition in making similar pro-

vision for the same class of boys in the eastern part of the State. The Legislature of 1905 made provision for a Commission to select a site for a new reformatory for boys, designed to replace the House of Refuge on Randall's Island. It is hoped that this Commission may report to the Legislature of 1907 as early as possible in the session, and that an appropriation for land and buildings may be made without delay and work begun during the calendar year.

"The State Training School for Girls at Hudson and the two reformatories for women at Albion and Bedford are overcrowded, a gratifying indication that the justices throughout the State are coming to appreciate more fully the facilities for reformatory treatment offered by these institutions for women and girls. It is hoped that the Legislature will realize the need for additional accommodations at all three and make the necessary appropriations next year.

"The capacity of the four State institutions for the feeble-minded and epileptic is about 3,000; 2,000 in the three institutions for the feeble-minded and 1,000 at the Craig Colony for epileptics. It is estimated that nearly as many feeble-minded and epileptic persons in need of institution care are excluded from these institutions as are included in their census. Nearly a thousand feeble-minded or epileptic persons remain in almshouses, and probably fully fifteen hundred are at large. So many of the dependents of this class are both epileptic and feeble-minded that a complete classification can hardly be made. The four institutions are so closely related in their work as to be interdependent, and an increase in the accommodations of one may prove a relief to the others.

"It is coming to be somewhat generally felt that a division between the Newark and Rome State Custodial Asylums on the basis of sex would be more advantageous than the present arrangement, and we recommend that the Newark State Custodial Asylum be immediately enlarged to receive all the women at Rome, and that the Rome institution be thus enabled to receive a corresponding number of men from the almshouses. This arrangement would have many advantages. Many difficulties of administration resulting from the presence of both sexes at the State Custodial Asylum would be avoided by the presence of only one sex. The careful supervision now required prevents from having the freedom which they could safely en-

joy in such an institution as Newark, and it is considered that the services which they perform for the asylum could be rendered as well by male inmates. At the Newark Asylum there are now large numbers of able-bodied young women, and the work of the institution is hardly sufficient to employ them all adequately. A larger custodial department could be economically maintained at this institution, the more able-bodied and intelligent of the women working for the more helpless. If the Newark Asylum received feeble-minded women regardless of age and degree of feeble-mindedness, many difficulties in connection with the decisions as to whether applicants were or were not suitable would be removed. At present the lines seem to be somewhat sharply drawn and feeble-minded women requiring custodial care may be excluded because they do not seem to fulfil the requirements prescribed by the Board of Managers.

"The plan which has been recommended of establishing a new institution for custodial cases among the epileptic and feeble-minded within easy reach of New York City seems to us commendable. It is a hardship for many feeble-minded and epileptic persons from this part of the State and for their friends that they should be sent to institutions as remote as those at Rome, Newark and Sonvea. The expense of transporting patients to such distant institutions from the city, which furnishes fully one-half of those requiring custodial care, is a burden on the public treasury, while the friends of patients are in many cases financially unable to take so long and expensive a journey to visit those who have been sent to these institutions. Another institution is certainly needed to care for the large numbers now excluded from existing institutions by lack of room, and if such an institution could be established in the southeastern part of the State it would be doubly useful.

#### CRAIG COLONY FOR EPILEPTICS.

"The Colony was visited by the Assistant Secretary September 20, 1906. The plan to secure an appropriation for a large building for the infirm and defective epileptics, which was actively entered upon last year, has been abandoned, and the authorities of the Colony will endeavor this year to secure a special institution somewhere else in the State for insane, idiotic, feeble-minded, infirm and other epileptics unsuited for colony life, but requiring custodial care. The authorities of the Colony

## NEW YORK STATE REFORMATORY FOR WOMEN.

The following report has been received from our visitors:

"The various inspections during the year have proved most interesting and satisfactory. The reformatory is a model of order and cleanliness and of good system and high ideals put into practice. At the last inspection, October 22d, there were 233 inmates; 11 of these were babies; 3 women were in the hospital; 3 were in the disciplinary building.

"The classes of various kinds were in session and were conducted by their teachers with intelligence and great patience for the limitations of the pupils.

"Order and quiet were everywhere. The rougher and lower grade of women were working at concrete walks which are being made about the place. They were working with pickaxes and shovels clearing the way for wheelbarrows full of stones, ashes, etc., which the other women were bringing to fill in their excavations. They all looked well, happy and seemed interested and proud of their work. One woman said she never had been so well, so happy and hungry in her life.

"The lake has been scraped and cleaned and is ready for ice when freezing weather comes. The dam has been repaired. An addition to the stable and a new root cellar are in process of building. The old sheds which disfigured the property are being removed.

"We would strongly recommend closer classification, as the young girls and older women are very often held in the Receiving House together for some days, and the condition is not in keeping with the very high ethical standard of the reformatory work."

## WESTERN HOUSE OF REFUGE FOR WOMEN AT ALBION.

An interesting report has been received from our visitor and is printed in part:

"During the past summer, a chapel, two cottages and an addition to the administration building, long much needed accommodations, have been built. During this time of building every cottage upon the grounds has been filled to overflowing, cots in all the corridors, and 34 or 35 inmates placed where there was really room for only 21. Constant oversight on all sides was the result, yet one officer assured me that the girls all acted so willing to go with every inconvenience, that her care and anxiety was lessened. They all took a personal interest in the new build-

ings. The chapel promises to be a place of brightness and fitness in which to hold services. It is finished in southern pine and cannot but be admired when completed.

"In the basement, an apartment of good height, 12 ft., is to be utilized for a gymnasium. At present a class in physical culture shows results in a decided improvement from the usual slouching walk of such girls. With the added advantage of a gymnasium, more is hoped to be accomplished.

"The number at present in the Western House of Refuge is 224; nine of these are babies with their mothers. The refuge building proper, where all are first entered, can properly accommodate 54 and has had all summer from 60 to 70, and the 6 cottages, each with capacity for 21 or 22, have had to care for the rest. Two more cottages are asked for."

#### STATE HOSPITAL FOR INCIPIENT PULMONARY TUBERCULOSIS.

"This institution was visited by the Assistant Secretary July 26, 1906. Since the previous visit the year before a number of improvements had been made to the buildings and the appearance of the institution was much more attractive. The tent colony, at the rear of the main building on the side of the wooded hill overlooking the valley, presented the same attractive appearance commented upon in our report last year. The census during the summer had averaged about 125, while the hospital could readily accommodate 175, and during the summer months a still larger number. It is very unfortunate that the different localities should not take greater advantage of the opportunity offered by the State to secure remedial treatment for the class of patients received there. The trouble is due partly to a failure on the part of physicians to recognize incipient cases and partly to the fact that the counties, cities and towns of the State hesitate to bear the expense involved, though they are required to pay less than one-half of the actual cost, the State bearing the burden of the greater share.

#### FINANCES.

"The Association's Committee on Finance reported that during the fiscal year ending September 30th, 1906, the total receipts from all sources, as stated in the Treasurer's report, amounted to \$22,393.73. This includes various balances given for special work, as designated in the Treasurer's report, such as placing out children, after care of the insane, and hospital investigation, which cannot be used for other purposes. The expenditures from the

general fund kept pace with its receipts, indeed exceeded them, for at the close of the fiscal year, September 30th, 1906, we find a deficit of \$55.36; also an unpaid loan, dating from the year before, of \$505, thus making a total deficit of \$560.36. This sum has been made up by twelve members of the Association, each contributing \$46.70. The general fund thus begins the new fiscal year with all debts paid and without a deficit; but also begins the year without a balance to its credit. For the coming year our estimated expenses are unusually large. As our work expands, we require more office space, to relieve over-crowding, and this means additional rent; we require more paid assistance, and this increases our salary roll; we have also undertaken additional work in behalf of children, an account of which will be found elsewhere, which means an additional expenditure of over \$2,500 per annum. For these and for other purposes we need to increase our income by at least \$5,000."



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**PROCEEDINGS**  
**OF THE**  
**THIRTY-SIXTH ANNUAL CONVENTION**  
**OF THE**  
**COUNTY SUPERINTENDENTS OF THE POOR**  
**OF THE**  
**STATE OF NEW YORK**

Held at Chautauqua, N. Y., June 26, 27, 28 and 29, 1906.





## **PROCEEDINGS OF THE THIRTY-SIXTH ANNUAL CONVENTION OF THE COUNTY SUPERINTENDENTS OF THE POOR OF THE STATE OF NEW YORK.**

The Thirty-sixth Annual Convention of the Superintendents of the Poor of the State of New York, at the Hotel Athenaeum, Chautauqua, N. Y., was opened on Tuesday morning, June 26, 1906, by a selection by Iron's orchestra, followed by prayer by the Rev. E. W. Morton.

The President, Mr. John J. Kirkpatrick, then introduced the Honorable Vernon E. Peckham, of Jamestown, N. Y., who welcomed the members of the convention as follows:

**MR. PRESIDENT, LADIES AND GENTLEMEN.**— Had the Chautauqua institution not been interested in your movement and your work you would not have been invited to convene here; and, without an invitation, no convention can be held upon these grounds. Our superintendent was proud when he was able to announce that this annual convention would be held at Chautauqua and Chautauqua lake.

I take unqualified pleasure and satisfaction in bidding you welcome. The good citizens of Chautauqua county bid you welcome. The Chautauqua institution bids you welcome, and, in fact, you are welcome; and it is our pleasure, and a great credit to us, to feel that you will have a good and prosperous time here; that your meeting here will be harmonious and beneficial to each and every one of you. Certainly we will do what we can to assist you in making your visit at this point both interesting and profitable.

Chautauqua needs no advertisement or introduction. Its course of study is well known in every civilized nation on the globe; its course of study, prescribed from year to year, has kindled a light in the minds of the dark and illiterate thousands; its students are legion; it has lifted the mind of man and woman to higher aspirations; it has unfolded to them higher and nobler thoughts.

This is the mother Chautauqua. Over 800 different localities in the United States and Canada have adopted the Chautauqua idea. Too much credit cannot be given to the ingenious minds of the promoters of this idea, especially to Chancellor Vincent, who has devoted unselfishly so much of his life work to the development, establishment and success of this institution.

Now, ladies and gentlemen, each of you is invited to visit our almshouse. It is just across on the other side of the lake. You will go from here by boat. Last year we were invited to go by boat, but some of the ladies feared the boat was too small. Let me say now, that the ladies are especially invited to see it, so don't any one of you stay at home on that account; we want you all to go. It is Chautauqua's pride, and you will pardon me if I say that the superintendent of this county has a little pride in your seeing it. We shall be glad if you might all be able to visit Jamestown. There we have eighty or a hundred factories; they will all be open to your inspection, and I am sure you will be welcome to visit our city. It is the desire that your supervisors here may be so favorably impressed that they will want to return in the near future. Chautauqua county likes to have good people come to it, and I know that your motive in life is good.

But, a word to the superintendents of the poor, and I address this to them especially, because I have observed that when a man is elected superintendent of the poor, he commences to hold himself up as that noble example of charity, with white wings and that soft, pleasant voice; that he is around dispensing charity to the needy. Let me say to you—dispossess your mind of any such thought, for it is false. You are not a charity institution and you have not the right to claim it. Don't try to palm yourselves off on the public as being a charitable class of people. I know better. The statute defines your duties and there is no such word as "charity" there, and while you are to assist the unfortunate and the poor and supply their temporal needs, that is your duty. You are the watch dog of the treasury—your duty is twofold. When you take your oath of office, you swear you will discharge your duties to the best of your ability. The statute describes your duties, yet you owe as much to the poor in our community, and as sacredly, as to the treasury which you watch over. It was not many years ago that the meanest man in the town was selected for overseer of the poor, and when he came in and reported that during the eighteen months he had been in office he had dispensed eighteen dollars, while his predecessor of the year before had dispensed twenty dollars, the crowd cheered and said he was the man they wanted. Sometimes superintendents of the poor have been selected along that line. I want you to bear in mind, gentlemen, that the poor, unfortunate person has got a legal right to every cent that you give him. While it is for you to be economical and watch the

treasury you owe a duty to the poor as well as to the taxpayer. Go and look and see who they are. You are under legal obligations to them. Your work is an honest and noble work. There is nothing but that uplifts the character in assisting the poor and unfortunate, and it is the greatest pleasure on this earth to think that we have practiced that eleventh commandment, "Love one another," and to know that we have discharged our duties with credit to ourselves and the poor and unfortunate.

When you think of it, our almshouses to-day have become palaces of comfort; our insane asylums have become hospitals for the sick where medical attendants are supposed to be skilled in their profession.

I am afraid that some of you will call me "parrot," and that is something I never liked, a parrot. I am going to tell you a story and then I am through.

A farmer had a dog and a parrot, and one day the dog and the parrot were in the parlor alone, and the parrot says, "Sic 'em," and out went the dog. He ran around the house at tearing speed and came back. This occurred several times, and the dog came back, each time having found nothing to "sic." Finally the parrot said, "Sic 'em," and the dog finding nothing to "sic" tackled the parrot, grabbed him by the neck, scattered his feathers all over the floor and let him go. The parrot flew upon the window-sill and stood looking at his destroyed plumage and said, "I guess I talked too much."

But, again welcoming you to our county, wishing your stay here may be profitable and harmonious, and that you will come again, I bid you "good morning."

The convention was then welcomed on behalf of the Chautauqua institution by Mr. Arthur E. Bestor, who spoke as follows:

MR. PRESIDENT, LADIES AND GENTLEMEN.—I am sure I can add nothing to the cordiality of the address you have just listened to. It is a matter of keen regret that our chancellor, Bishop Vincent, could not be here to-day to extend a welcome, and I beg leave to say a word or two on behalf of the Chautauqua institution in welcoming you to this place.

We have a great many meetings at this place from time to time, but we are especially glad to have you convene with us.

While there are other Chautauquas in other places, there is only one Chautauqua, and that is in the Empire State of New York, so that we are always glad to meet those who claim this as their home. A more beautiful spot some of us have failed to find.

Chautauqua is interested in your work now as she has been in the past; she is proud to entertain the conferences and investigations such as you, the superintendents of this State, are compelled to make from time to time.

I note on your program that Mr. W. R. George, superintendent of the George Junior Republic, is to be one of your speakers. Before we knew that you were to come here Mr. George had already accepted an invitation to address us.

In other words, we hope you will feel at home in our midst, because we have always attempted to bring together the men and women who have the most experience and the best judgment, and we hope to have many of these conferences, for from these conferences comes the settling of many mighty problems. You are bringing to bear upon these problems scientific knowledge, and having decided upon the plan of action, you act, and because of these things, Mr. President, it gives me great pleasure to welcome you to Chautauqua. I believe your institution is thirty-six years old, but you are but a few years older than we, and so, although we are younger, we trust you will not look down upon us, but consider that we are welcoming you; all our buildings are yours; the town is yours; everything is yours, during your stay here. Let me extend a very hearty welcome to the convention of the superintendents of the poor of the State of New York. I thank you.

The president of the convention responded as follows:

On behalf of the superintendents of the poor we thank you, both Judge Peckham and Mr. Bestor, for this very cordial welcome. No words of mine can express my feelings and it would be useless for me to undertake to give in any talk the feeling of gratitude which we feel toward the citizens of Chautauqua county and the Chautauqua institution for this cordial welcome. We trust that when our labors have ended in this place you will see that our meeting has been of some benefit to the cause that we represent.

The president then delivered his annual address:

LADIES AND GENTLEMEN AND SUPERINTENDENTS OF THE POOR OF THE STATE OF NEW YORK.—It is with mingled feelings of pleasure and regret that I appear before you to-day. Pleasure that through your kindly consideration it again becomes my duty to preside over this honorable body, and regret that having now

dropped the mantle of official position in my own county, the claims and cares of business life may prevent my meeting with you in the future as often as I should like.

Permit me to assure you that I most sincerely appreciate the honor you have conferred on both Suffolk county and myself. In time to come I shall always look back on my two years of service as your president as one of the bright spots of my life.

It is with great pleasure that I call your attention to the favorable position in which we find ourselves at Chautauqua to-day. In this important county, favored by nature and beautified by art, and surrounded as we are here, by the evidence of religion and culture, we can well believe statisticians when they tell us that Jamestown has the smallest number of saloons per thousand inhabitants of any city in the State.

Among such congenial associations we may hope that this thirty-sixth annual convention of the superintendents of the poor may be one of the most profitable we have ever held.

From a small beginning as far back as 1870 this convention, composed mainly of the direct representatives of the people of the various counties of the State, has grown in power and usefulness until now its sessions are attended by the superintendents from all the counties, by delegates from the boards of supervisors, and by many overseers of the poor.

The governors of this State have, at different times, paid it the compliment of selecting from among its officers delegates to represent the State officially at various public conferences, and to-day with a more perfect organization, and a more enthusiastic spirit than ever before, our association looks forward to a long term of future usefulness.

If I was asked to say wherein this society of ours differs from kindred philanthropic associations, I should say that more than any other organization it represents the simple charity of the common people.

The money its members dispense is contributed alike by the poorest self-supporting citizen, and by the man of large means. The "man with the patch" and the millionaire both give us part of their incomes in taxes to support the poor, and oftentimes the former contributes the greater proportionate share.

The responsibilities of our position should be an incentive to earnest thought, and mature deliberation on the many questions which demand discussion in our conventions.

The poor laws of our State are intricate and involved, and questions of domicile and jurisdiction are constantly arising. Of late years the State has largely increased the number and size of the State charitable institutions, and has also largely augmented the power and authority of their governors without correspondingly increasing the power and authority of the county superintendents to meet the new conditions. The overseers of the poor of the various towns are working the agents of the county superintendents, and recently the State legislature has been persuaded to place this important body of subordinate poor officials practically under the control of an Albany bureau, instead of increasing the supervision of the county officials over such work, records and disbursements.

Your committee on topics have prepared an excellent program for your consideration, and it remains for you to discuss the subjects presented, not only on the floor of this convention, but also informally during the intervals of recess.

In looking over the field of charity we note the same general drift towards complexity of organization as obtains in the business world.

Simplicity, which is the essence of charity, seems to have retired into obscurity, and its place has been taken by a complicated system of philanthropy, which requires immense endowments, large buildings, and an army of administrative officials, with the result that the particular individual, for whom all this apparatus was created, becomes an inconsequential factor, and is simply one cog in a vast philanthropic machine. Up to the present time the modest county almshouse, with its limited income, is fortunately free from this tendency, and its inmates are much more contented than those of many expensive institutions where amid all the intricate conveniences of civilized life the individuality of the inmates is dwarfed and repressed in order that the machine may run smoothly. In this connection it is interesting to note the disposition of the church to fall behind in meeting the increased demands of modern charity. This is not due to the falling off of interest on the part of the individual church member but rather to the fact that the church as an organization seems willing to delegate the work of administering charity to purely secular organizations, such as charity organization societies, associations for improving the condition of the poor, women's clubs, etc. *What effect* this tendency will ultimately have on the power and

influence of the church is an interesting consideration. It can hardly be disputed, however, that so far as permanent benefit to the individual is concerned, the spirit in which relief is given is a more important factor than the amount of relief itself.

Few persons, save those directly interested, realize the enormous amount of work for the betterment of the poor which has been done by the county superintendents, and by this convention during the thirty-six years of its existence.

The superintendents have had no well-paid secretary to record their achievements and laud their work. Theirs has been a labor of love; their officers have served without pay; they have paid their convention expenses from their own modest salaries, and yet they have been dubbed "politicians" by members of private charitable societies who were collecting a comfortable revenue from a generous public.

The official acts of the superintendents have always been closely scrutinized, first, by those who elected them; second, by the excellent local committees of the State Charities Aid Association, and lastly by the State Board of Charities, and it is surprising how little of their work has been subject to criticism.

Elected by their neighbors on their merits, and not placed in office by reason of wealth and social influence, they may well be proud of their record. In these times of shattered reputations it certainly compares well with that of many who, with all the advantages of higher education and wealth, have managed our great financial and business enterprises. As was well said by our former president, Superintendent Ives, at Poughkeepsie, in 1899, "Before this association was organized everything was in confusion; there was no concert of action between the superintendents, buildings were old and dilapidated, children in great numbers were kept in almshouses." Now all is changed. The county almshouse, in nearly every county of the State, is a model of neatness and good management. For this great change the annual convention of the superintendents of the poor is largely responsible.

The constitution of our State guarantees to the people of the counties the right of self-government through their boards of supervisors. These local legislatures provide the funds and establish the rules and regulations under which the superinten-



dents carry out the provisions of the poor law, hence it arises that the supervisors of the counties are an important part of this convention, and we welcome them to our midst. They constitute the chief bulwark of the people against the ever-increasing concentration of local administrative details in the hands of the different boards and commissions at Albany.

Particularly in the operations of charity is the trend towards vesting administrative details in the hands of distant boards and secretaries, who are only familiar with the clerical and academic aspects of the business, and who are out of touch and sympathy with the individuals requiring relief.

In the ofttimes valuable conference and official papers of this class we constantly find such expressions as "poverty and crime," "charities and correction," "charitable and penal," clearly indicating a mental conception that violators of the law are all poor, and that virtue and integrity are the special perquisites of the wealthy. It is needless for me to point out to you that such an assumption is not based on the teachings of the lowly Nazarene.

As the representative of the ordinary citizen, the powers and responsibility of the superintendents of the poor should be increased rather than diminished by the legislature. They and their agents, the overseers of the poor, alone come into actual contact with those requiring relief, and while acting under general laws laid down by the State legislature and the board of supervisors, they are best fitted to administer public charity under common-sense methods.

Our work and our almshouses are inspected by the local committees of the State Charities Aid Association, an admirably managed private society, and by the State Board of Charities, which, under the State constitution and subsequent acts of the legislature, is vested with large inquisitorial powers. We fully agree to the statement that all public institutions are benefited by a proper inspection, especially those which care for the poor. However, to obtain the best results, the inspection must be impartial and done in a friendly spirit.

In conclusion, my brother superintendents, allow me a few words of counsel.

I come from one who is retiring from active participation in work, and whose experience during the six years he has

been privileged to meet with you, has been most profitable and agreeable.

In your company he has learned anew the truth that

"Rank is but the guinea's stamp,  
The Man's the gowd for a' that."

He has learned to be proud of the superintendents, and proud of the work they are doing as public almoners in relieving the poor and destitute.

My friends, I counsel you to maintain and perfect your organization. In strengthening its lines you are performing a public and unselfish duty.

Guard well the entrance to your organization, that it be not controlled on the one hand by selfish intrigues, nor on the other by visionary reformers.

Beware of cowans and cavesdroppers.

Permit me to thank you heartily for your kind and courteous consideration, and to assure you all that the latchstring hangs outside the door for you in Suffolk county, and we will always be pleased to see you.

Ladies and gentlemen, the meeting is now in your hands.

**THE PRESIDENT:** The convention will come to order, and listen to Mr. Lodge, who will read a letter of regret.

**MR. LODGE:** The letter is as follows:

### STATE OF NEW YORK.

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### THE CRAIG COLONY FOR EPILEPTICS.

#### OFFICE OF THE SUPERINTENDENT.

AT SONYEA, *June 25, 1906.*

**MR. C. V. LODGE,**  
The Hotel Athenaeum,  
Chautauqua, N. Y.

My Dear Mr. Lodge: I received a very attractive announcement of the Thirty-sixth Annual Convention of the County Superintendents of the Poor some days ago. I had fully made up my mind to attend the meeting, but at the last moment I find it will not be possible for me to do so.

I had hoped to say something to the superintendents of the poor about the work of this institution — a

sure all of them are interested. I wanted particularly to speak of the necessity of this State making adequate provision, either on these premises or elsewhere, for several hundred defective epileptics who in my judgment, it is clearly the duty of the State to provide for.

The colony introduced a bill into the last legislature making an appropriation of \$300,000 for a building for the segregation of six to seven hundred low-grade epileptics. The bill was introduced into the senate, passed that body, but failed before the rules committee of the assembly.

The colony is in a very unsatisfactory condition at the present time, so far as the classification of the patients is concerned. I think it important that we do something to remedy this defect as soon as possible.

I am preparing data at the present time with a view to having a meeting here a little later on, of the State Board of Charities and the managers of the colony, to see if some plan cannot be devised by which more infirm epileptics, scattered through the sixty-one counties of the State, cannot be brought under State care and in the proper manner. Do you think there is anything the superintendents of the poor might do to aid in this movement? It is a most worthy cause and the colony would be glad to have the help of every superintendent of the poor in the State.

Sincerely yours,

W. P. SPRATLING,  
*Medical Superintendent.*

MR. LODGE: I, also, in conversation with the president of the State Board of Charities, received his regrets that he could not be here to-day, but he said he would be represented here. You will find on this desk programs and copies of the by-laws. In speaking of the programs let me mention a change in the program as printed. It has been found impossible by Superintendent Dodge to have the use of the large boat on Thursday for the ride around the lake, so that the visit to the almshouse and the ride around the lake -- almost the entire day given up to your entertainment and at the almshouse, and at the several places of amusement, an entertainment mentioned by Judge Peckham --

I come on Friday instead of Thursday; and, that being the case, it leaves us with an open day on Thursday, which we will use for the program as intended for this evening's meeting. There

will be no session this evening. The matter put down on the program for to-night will be used for Thursday. Might I ask you to favor us with your presence?

Upon motion the Convention was adjourned until 3 o'clock.

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## TUESDAY AFTERNOON SESSION.

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The Convention was called to order promptly at 3 o'clock by the President.

MRS. MELVIN P. PORTER, Headworker, Neighborhood House, Buffalo, upon being introduced, read the following paper:

### SOME PHASES OF SOCIAL SETTLEMENT AND DAY NURSERY WORK.

It seems somewhat strange that a settlement-worker should be invited to address you, since one purpose of the settlement is to put you all out of business. The ideal that we keep before us is that of society stimulated to be so self-supporting that there will no longer be need for public outdoor relief and much less occasion for indoor relief.

The consciousness that you in this audience represent for the most part a body of doers rather than theorists and the suggestion in your chairman's letter that I tell how we try to put life and backbone into a family that has fallen below the line of self-support, and how we stimulate boys to grow up aright, have led me to leave untouched many phases of settlement-work which are of vital importance and large interest. I have chosen to speak of the every-day life and problems with which we deal in a settlement and day nursery, stating some concrete cases and drawing conclusions which may afford some definite standards as to how various cases are dealt with.

Settlement work and day nursery work in aim and spirit are practically one — an attempt to serve society by helping people to help themselves. The settlement offers little of material aid, but it plants itself in the midst of the poorer districts of our great cities and says to the boys and girls who come home from shop and factory, "You are welcome to come here every evening in the library, in the gymnasium, in the play room."

classes and clubs, with no restriction as to creed or social position; you may organize your own clubs and work out your own rules in so far as they do not interfere with the rights of others; you may hold entertainments, basket-ball games, parties or any kind of social meeting free from the pernicious influence of saloon and dance-hall." It says to the mothers who toil day in and day out in the midst of family cares, scarcely ever getting a taste of relaxation and pleasure, "Come to our sewing circle or clubs and enjoy some good music or practical talks by nurse or physician or lively games and carry back to your home a brighter face and an awakened spirit." It says to the fathers and mothers puzzled as to what to do with their boys growing up in the midst of unfavorable city conditions, "Here is a place where a boy may have a chance to let off steam in the gymnasium or to whittle out models in the carpentry shop or to save his money in the savings bank or to interest himself in books and magazines in the library." The sewing school, dressmaking, millinery and cooking classes afford an excellent opportunity to train girls who must earn their own living as soon as they reach the age of fourteen. Neighborhood House, the settlement I represent, can point with pride to a large number of girls employed in some of the best dressmaking shops in Buffalo, who received their first training and stimulus for sewing in its school. The kitchen garden teaches girls the correct way to wash dishes, make beds, sweep and dust and perform the various household duties.

These are some of the ways in which our corps of volunteer workers, coming from many professions and with varied degrees of experience, are contributing to lift our community to a higher life. The benefit is by no means one-sided, since the lawyer and the employer and the lady of leisure all learn most helpful lessons from their relations with the other side of life. The settlement affords an opportunity for all classes to meet on equal terms and is doing much to acquaint the people who think with the real conditions of the people who toil, and consequently paves the way for the wisest efforts for social betterment.

The opportunities offered by the clubs and classes at a settlement must contribute largely toward making the boys and girls better equipped for earning their own living, and so directly diminishes the number who might become burdens to the city. This phase of settlement work should appeal to those who are dealing with the poor. It is a work which prevents poverty and guides into right courses many of our coming citizens.

Another phase of settlement work which is carried on quietly and persistently and which is closely allied with the work of the superintendents and overseers of the poor, is that of friendly visiting among the poor families of the neighborhood. This is the field of work which demands the most careful, patient, and persistent effort if results at all permanent are to be secured. The organized work of the settlement in its clubs and classes affords a most helpful means of building up families which lack in efficiency.

A recital of some of the cases with which our workers have dealt, may offer suggestions for practical charity workers.

Mrs. P.—, a widow with two small children and an illegitimate baby was cast off by her own family and friends and left in poor health to support herself and three children. A friendly visitor was secured who called frequently, assisted the woman to get plain sewing, secured the services of one of the best physicians to attend the woman free, afterward secured a bed in the hospital during a severe illness and saw that the children were provided for in the mother's absence. Baby was next placed in a hospital where its crooked legs were straightened and was sent to the fresh-air hospital with its mother for convalescence. This visitor watched every detail of the family expenditures, saw that the children were in school, helped to keep the mother supplied with sewing, took her to the dispensary to have her eyes fitted and brought the oldest girl into the classes at our settlement where she learned to sew, cook and do various kinds of housework. We have had the satisfaction of seeing the mother's customers increase until now she is obliged to turn many away. The oldest daughter is a stenographer and has fitted herself in a night school for a still better position. The boy is in a store and the youngest child is in school. This year, for the first time in many years, the family is entirely self-supporting. Formerly weak, underfed and worried, the mother and children have developed a fair degree of physical strength. And what is better than all, they have retained a pride and self-respect so that they counted the day a happy one when they could get on without help from the city.

Mrs. C.—, a deserted wife, with one boy of twelve in an institution, and another of sixteen running wild on the streets, was reported to us in the winter as being in great need. A call revealed a woman about fifty with a sprained ankle, living in a damp, dark room with one small bedroom adjoining. There were

neither food nor coal in the house. The boy was out all day pretending to find work, but really gambling with bad boys. We provided coal and groceries, found that the boy was willing to learn a trade and secured him a place in a machine shop. We invited him to our library where he showed a remarkable capacity for reading our St. Nicholas and Harper's. After being cared for three weeks the mother came to our house to do cleaning. She soon paid for all the coal and groceries we had sent, and when I told her that her bill was settled, she replied, "Well, you helped me when I was in a hard place and when you need me I will come and work without any pay. On the advice of neighbors she at first insisted on applying to the poormaster. And it was only by assuring that we would help that she was prevented from having her name entered upon the city poor books. Applying for help once makes a second call much easier.

Another friendly visitor has raised money to help pay the rent of a widow with five young children. Mrs. D.—, does laundry work five days in the week and by the aid of the College Creche, our day nursery where she leaves her children during the day and the help of this friendly visitor in paying part of her rent, she is supporting her four older children.

Mrs. K.—, a deserted wife with three children has worked until her energy is nearly exhausted trying to support her children. She recently came to the creche on the verge of collapse after her day's work. We sent her to a doctor, who found that she needed simply rest. Money was raised by members of the creche board to allow her to stay home and rest for two weeks. Meanwhile a lawyer was secured to sue her husband for separation and alimony. This is a typical desertion case of which every charity worker finds an amazing number. I am thoroughly ashamed that we showed so little forethought as to allow this deserter, a strong able-bodied man, to go scot-free for five years while the city was partially supporting two of the children in an orphan asylum and our creche has for five years brought up the youngest child, thereby enabling the mother to do washing day after day until she is on the verge of breaking down. Does not this case point out the lack of effective remedies which characterizes much of our charity work and which makes possible the great host of able-bodied men who are, in increasing numbers, deliberately shifting their responsibility upon society?

Dr. Edward T. Devine, after the examination of a large number of cases, concludes that wife deserters are for the most part young men, skilled workers earning \$12 to \$15 per week and employed at the time of desertion. The reason for their leaving is not that their wives are bad cooks or ill-tempered, but that they themselves are lacking in moral responsibility. Their failure is of a criminal character which must be dealt with as theft, assault, etc. Until society deals with such cases in a far more effective way than at present we shall continue to take care of the families of able-bodied men in our asylums, nurseries and hospitals in endless procession.

The following case is an example of the need of constructive work: In an old tenement lived Mrs. E.—, a widow with two children, one of whom has tuberculosis. The other, a boy of eleven, was suddenly seized with a violent form of diphtheria necessitating that the mother should stay at home from work. One of our friendly visitors secured a doctor who donated his services. She raised money for a month's rent and arranged with a butcher and grocer to supply whatever the family needed. Due to very thorough treatment the boy recovered, but was left in a weakened condition which time alone will overcome. Suspecting that the cellar might be the cause of all this trouble, I went down and found a dark, muddy hole into which the water poured whenever there was a rain or thaw. The matter was reported to the Board of Health who verified the condition and notified the owner. The case was finally taken before the grand jury, when suddenly the owners notified the tenants to vacate that the place might be torn down. After having secured every penny of rent possible out of the poor people and after society and human life had been thus jeopardized, the owners were at last compelled to do what they should have done years before.

The case of Mrs. A.—, illustrates the need of careful study of relief problems as to whether we are curing or creating pauperism. The family consisted of a weakly mother about fifty and a daughter of twenty-five who had been ill for a long time and was obliged to depend on the city for support. When the daughter became able to work she proved to be an efficient nurse-maid, earning five dollars per week and board. Nevertheless, the relief was accepted from the city just as when the girl was an invalid. Upon a visit to the overseer of the poor, I found that the girl had falsely reported that she was supporting an old uncle. I requested that



the aid be discontinued and the girl sent to me if she applied again. After a few days she called dressed very well. I sent coal for which her mother was to pay in sewing. I also sent groceries and underwear. A few weeks later the girl called again; this time with a new hat, expensive fur boa and other accessories and said she could not make ends meet without city aid. I learned that she was planning to be married shortly and was laying by her trousseau while the city had been called on for aid. I suggested that she ought to feel a pride in being self-supporting. This ended her appeal for aid until this spring when her mother fell ill; instead of sending her to a hospital where she would have proper medical care, the daughter gave up her place, came home and called upon the city to support them both. On being referred by the overseer of the poor to the charity organization society, who in turn referred her to me, she stated that she did not care to come to Neighborhood House. Nothing further was heard till the other day when I met her on the street. At first she seemed cool, but after I began to talk about the possibility of getting her started as a practical nurse and offered to speak to doctors who might help her, her manner changed and she thanked me cordially for my interest. This case is only one of many that might be cited where the thing that is really needed is not money or supplies, but a friend who can guide and direct into ways that will place the family above the need or desire for outside help.

The day nursery offers to women obliged to work away from home a safe and healthful place to leave their children during the day. It provides all the comforts of a home, including meals, baths, naps in clean beds, etc., at a nominal charge of five cents per day. It is therefore largely a charity because the expense is about seven times as much as the children pay. A day nursery contributes largely to society by enabling women who would otherwise be dependent on the city, to support themselves and keep up the home. It also turns out a succession of healthy, well-nourished children, who have a much better start in life than would otherwise have been possible. It is without doubt an agency of great value, but like all other charitable institutions demands careful study and oversight, lest it create the very conditions of dependence against which it is working. Every day nursery starts out with the rule that it will admit only the children of widows or deserted wives, only to discover soon that more than half its number consists of children whose fathers are either constant or

periodical drunkards, chronic out-of-works or intermittent deserters. This is the problem with which we must daily struggle and after a careful study of the families who have applied to the College Creche the last four years, I am fully convinced that a large proportion do not need the helping hand of charity to enable the struggling mothers to go out to wash, but rather the strong arm of the law to compel the husbands to do their duty. We are so overcome with pity for the mothers that we join in helping them to continue conditions under which the husband can drink and abuse them, or roam over the country, while they work with might and main to prevent their children from starving. These are some of the mistakes which we as charity workers make and I urge upon this conference the necessity of using judgment rather than feeling as the guide in dealing with such cases.

The nursery, too, because it gives so much for so little is apt to create a spirit of dependence unless it is closely joined with a real friendship and watchfulness on the part of the benefactors. We discovered that many of our mothers instead of appreciating how much was being done for them and their children, were beginning to look upon us as a body of rich women and to demand that we should do thus and so for them. Please do not misunderstand my meaning, which is simply this: Relief of almost any kind unless accompanied with friendship and judgment in the majority of cases begets dependence. Those who are having a hard struggle often philosophize in this way, "We are poor; the city is rich and what is the poor fund for if not to help such as we." I have heard this sentiment expressed many times and I have known two men who claim a share of the poor fund because they had paid indirect taxes. Human nature is the same the world over. The things we pay for and struggle for are the ones we really appreciate. I know of a deserving widow who as a result of the generosity and sympathy of friends has become so wrapt up in her own troubles that she is thoroughly selfish.

Perhaps I have dwelt too much upon the negative side of things, and have passed unnoticed many inspiring features. But my purpose is to emphasize to you practical workers the importance of dealing with the poor in a way that will relieve not for to-day or to-morrow but for all time.

The causes of dependence are, broadly speaking, two — individual and social. Either the individual is lacking in ability to stand on his feet, or he is living in an environment which makes

it practically impossible for him to be an efficient, self-supporting member of society. The emphasis of charity work is to-day being placed upon the curing of the great social evils which undermine society, such as child labor, sweatshops, unsanitary tenements, bad water and milk supply, tuberculosis, etc. Mr. Robert Wood says: "It is a mistake to think that social work has to do merely with sporadic labors of compassion — with the drudgery of endeavoring to uplift a few individuals out of a hopeless social residuum, while the great forces of society continue to develop their train of social evils." If our charity work is to be really effectual, so that the numbers who appeal to our various institutions shall become less, we must summon all the scholarship, the statesmanship and the devotion of earnest and sane-minded workers which it is possible for a great cause to enlist.

The settlement and the day nursery are simple and natural ways of using resources which might otherwise lie idle, for the broadening and enriching of those who have had few opportunities. We are all workers together, each learning from the other and giving in common what we have that society may be the richer for our fellowship. What helpful lessons of unselfish devotion to family, loyalty to church and kindness to neighbors, we learn from some of those who are heavily burdened.

Canon Barnett of Toynbee Hall, London, who has for more than thirty years been a leader in the settlement movement, sums up our hope and prophecy in this way: "Settlements indeed suggest a conception of society unlike that which often governs the mind of good people. The popular conception is one in which the rich help the poor and the wise the ignorant. It is a society of benefactors and beneficiaries, where, moved by good will, the strong visit the weak and comfort the sorrowing. The conception has its beauty, but it belongs to mediæval times. There is another conception which is gradually gaining shape. It is of a society where coöperation takes the place of benevolence and justice the place of charity. It is Walt Whitman's 'City of Friends,' where men and women shall be strong in their own individuality, some richer, some poorer, but none crushed, and where all work together and are taxed together for the commonwealth. The conception is as yet indistinct, but it is suggested by the settlement, whose object is to lose itself in a sweeter and a happier and a more humane society."

The discussion on this paper was to have been opened by Dr. Robert W. Hill, Superintendent of State and Alien Poor, Albany, but he was unable to be present.

MR. LODGE.—Mr. Chairman, I think Superintendent Long looks as though he had something on his mind to say right now.

MR. LONG, Westchester.—This morning, Judge Peckham clearly defined the duties of the commissioner of the poor, the commissioner of charity and overseer of the poor, and he has stated it more plainly than I have ever before thought it could be stated; they are in no wise charity workers. That is, it is our duty to handle the taxpayers' money and care for the dependents, and we are bound to protect them whether we want to or not.

Mrs. Porter's paper just as clearly defines the charity worker. The people should, out of the goodness of their hearts, see the necessity of helping and being helpful to those who might help themselves, but do not know how. I was very much pleased with her paper because it is so helpful to a superintendent of the poor in every locality whose duty is to see that the poor are looked after. It is important that there should be men and women in all localities who will give their time and even their money to help those who, if they are able, do not know how to help themselves.

She points out the case of that young girl. That is only one of thousands of such cases in this State. In every community we have them; where they press their necessities upon us. The really poor person, who deserves charity, is very backward, as you know, while those not so worthy press forward and demand it. That paper clearly points that out. This young woman came asking alms, as it were. She had not thought, perhaps, that it was her duty to help her mother, and get out and work for herself and become self-supporting, but she was willing to take the charity. Now, as I say, I have not seen the paper, but I simply arose to open the discussion. There are those here, who, perhaps, have given it more thought. It is up to the charity worker and not the superintendent of the poor, and I know that there are those here able to discuss it. Dr. Hill's place will be well filled here this afternoon.

THE PRESIDENT.—This subject is now open for discussion by the convention in general.

Mrs. HOUSE, Buffalo.—Mr. President, I would just like to ask for information. Why are not the superintendents charity

workers? It seems to me that so many of those children Mrs. Porter speaks about are turned over to the superintendents. I think the most of them are turned over to the superintendent of the poor, and I know of a great many children that we get from the settlement workers — that come through the efforts of the settlement workers. These children become dependents of the superintendent of the poor, and it is his business to look after them and help to make them independent, so I do not see why he is not a charity worker.

Another thing in Mrs. Porter's paper I want to ask her about, and, before I ask that question, I would just like to say that she has presented a matter here that is a very, very serious one — that habit of dependency. It is so very, very easy for people to get into that habit after the self-respect is gone from being obliged to receive help; but the question I had in mind was about the "friendly visitors." I have found in my work a great many people whom I meet that are more susceptible to advice and to counsel than lots of people who have very much in the world. It is because so many have reached a dispirited condition, but, I think sometimes it is because they have not had anyone to speak a kind word to them or lead them to think about a better life, and so it seems that that is where the friendly visitor might do so much good. I would like to ask Mrs. Porter where she gets the friendly visitors, and if she finds women of tact and sweetness to come into this work and be helpful to them.

MRS. PORTER.—The great object of the charity organization work is to secure friends to the poor; people who will stand by them and work with them until they are able to stand on their own feet, and whenever a poor family is referred to us by the Charity Organization Society we look and inquire among people who are interested and try to select someone in our opinion best fitted for that position. There are a great many whose first idea is to take a bundle of clothes and groceries and present them to a family. The work of securing friendly visitors and looking after the people at all times, is a thing we consider to be of the greatest value. Where there is a woman of judgment and ability to lead a family and cling to that family it means everything, and we are increasing each year the number of visitors who devote themselves to one or two families. I think that is being urged by the Charity Organization Society.

MR. LODGE.—Mr. President, I want to express my appreciation of the help I have received from charity organization workers. So many times I am puzzled in making a decision in regard to extending temporary relief to a family, and I call in one of the charity organization workers in Rochester and ask her if she will please visit that family and give me her opinion. I think it is a great help to me and all the superintendents who avail themselves of that help, because a woman's judgment in these cases is very apt to be better than a man's.

I wish to speak of another thing she spoke of and that is "wife-desertion." It does seem to me that there has been an epidemic of wife-desertion. About half the business of the Rochester police courts — I think about half of our business — is nonsupport cases, and we aim to see if any help can be extended to those families, or if they can be discovered before that desertion occurs. A good many of the deserters are paying so much a week into the office now. Here is a case I want to bring to the attention of the convention. Sunday morning I was talking with a middle-aged man who used to work on the Rochester fire department. He was arrested and sentenced to serve six months in the penitentiary. He has now served three months. He has asked me to go to the judge and request his release. The question is, should I have that man released? Would he feel under any obligation to support his family.

MR. REDMOND, Jefferson.—I am troubled a great deal in my city with wife-desertion. We find it is about the greatest trouble we have. I have a man in jail now for nonsupport. He had a wife and four children. He is a plumber and earns \$25 a week. He went down to Alexandria Bay and he couldn't afford to send her \$3 a week for herself and the four children. The woman is a little body, weighs about eighty pounds. The city helps her and keeps her in good shape; they rented a house for her through the kindness of a society of ladies there — the Queen's Daughters. They furnished the rooms for her. The other day I had to send her to the hospital; we have sent her there to recruit her health. That woman did not want to come to the superintendent of the poor for relief. She hesitated to do it. I sent the husband to jail and he is down there, having good eating, and doesn't care. She has four children, one a baby, the oldest between seven and eight. I put three in the orphanage and her sister took one of the children to care for. It was a clear case of desertion. I

have had at least ten cases of the kind within the last two months — men who have deserted their families. Some of them have been fixed up. I have put one of the men in the penitentiary for four months. His wife is sick to-day. He has been in the pen for two months and I have had him released so he is home with his family and has promised to do all that is right now. There ought to be some law or some way to get at these fellows besides arresting them for nonsupport and desertion.

THE PRESIDENT.— Personally, I was going to say that I differ with Judge Peckham and Mr. Long, of Westchester, in reference to a remark that the superintendent of the poor is not a charity worker. I disagree with them in this respect: That while at the outset, being elected superintendent, he may not have that feeling, he certainly will have it before his term of office expires. I do not believe that there is any man who is elected to the office of superintendent who will not have that feeling within him before he gives up his office. It may be, possibly, as Mr. Long said, that he is paid and receives a salary. Some of the counties differ from Westchester county in that they do not receive the amount of money that he does — nor, do I honestly believe that Mr. Long is really paid for all the work he does in the line of charity, all that he ought to be paid, if he carries out the work conscientiously. I know he is helped immensely by the assistance of the different societies composed of ladies of the different villages — some of the counties have cities; the county I represent has no large city; the largest place has 6,000 inhabitants, and we do not have the benefit that the large cities receive from the ladies' societies; and I know this much — those who have been superintendents of the poor and have been brought up practically in conjunction with the superintendent have shown some of the biggest hearts in charity work that I have ever come across. I believe the superintendent comes in contact mostly with deserted wives and families of children. And my honest belief is that the practical test of the law is not by the lawmakers, but by good clear common sense that is shown by the superintendents. I have been in contact with my fellow superintendents for the last six years, and I can say right here, honestly, that I have never come across a superintendent of the poor of the State of New York who did not believe that he held the office more for the real good he got out of it than for the little financial gain in it.

JUDGE PECKHAM.—I think, from the criticisms I have been listening to, that I did not make myself quite understood.

In the first place, I desired to impress upon the minds of the superintendents of the poor that it was their duty to be charitable to the afflicted, and the unfortunate, and the poor. That it is their duty to do it, but also to protect the county against expenses. Charity is the giving up of your own time, from your own heart prompted by those feelings. Now, I object to the superintendents of the poor becoming so hard-hearted that a person comes to them with fear and trembling, even putting off coming from day to day, afraid to apply; when they hold themselves up so high that they are not willing to meet the poor unfortunate on the level. I think they should stoop down and lift them up and say, "It is my duty. I have the money with which to do it." But I want the superintendent to understand that it is his duty to this unfortunate class that he is doing it cheerfully, and to make them feel that he is doing it cheerfully, and that they are not begging nor asking alms. If the superintendents of the poor would only take the boards of supervisors into their confidence more, the boards of supervisors would sustain their actions every time. That is the thought I wished to convey, but, probably, in my haste, I did not make it clear.

THE PRESIDENT.—We would like to hear from anybody else in the room who may wish to speak on this subject; there being no further discussion, we will proceed with the next paper by Mr. W. H. TOWNSEND, superintendent of the poor, of Yates county.

Mr. TOWNSEND then read the following paper:

### WHEN AND HOW TO ADMINISTER OUTDOOR RELIEF.

MR. PRESIDENT, LADIES AND GENTLEMEN.—The subject upon which our esteemed chairman on topics, Mr. C. V. Lodge, wished me to write a paper, is one of very grave importance, and one that I do not feel that I am able to discuss as it should be done. The subject is:

*"When and How to Administer Outdoor Relief."*

Now, most of the superintendents of the poor here present are better able to advise you on this subject than I am. As our



county is only a small one, and there being a distinction between town and county poor, the superintendent of the poor does not come in contact with as many cases as though there was no distinction between town and county poor, but I will endeavor to give you a few ideas on the subject as I find them in our county.

I am convinced that a large amount of help given out by the poormasters is to undeserving people. I suppose it is the same old story all over the State, that the first time the poor persons come to the overseer of the poor for help they have some scruples about asking for it, but after they have had alms from that source a few times they find it easier to go to the overseer for an order than it is to go to work and earn an honest dollar to support the family. I think that to do away almost entirely with the outdoor relief problem would be a very good thing, but there are some cases where I think it advisable to furnish some temporary relief. In cases where the head of a large family is taken sick and is unable for a short time to provide for the family, I think it would not be right to break up the family and send the members to the county house. But there is a class who could get along without any help, if they knew that in order to be supported they would have to go to the county house. In many instances when the poor person comes to the overseer of the poor for help, if the overseer would put on his hat and go to the home of the applicant and see for himself if they are actually in need of help, and not take their word for it, I think perhaps he would not find the family as destitute as they try to make him think they are.

I do not wish you to think that we have no worthy poor people up in little Yates, for we have, but we have also a number of people who are receiving help from the town who are not worthy and should be compelled to support themselves and their families, and I think any able-bodied man who goes to the poormaster for help should be compelled to earn what relief is furnished by the overseer of the poor. If he had to saw wood or break stone one day for every \$1 order that he gets I do not think he would come to the overseer as often as if all he had to do was to get the order and take it to the grocery to be filled. In some cases, I think where a hard-working man with a large family is unfortunate and becomes sick and has to apply to the poor law officers for help, it would be better if they would loan him enough to tide him over the period of his illness, with the understanding that he must pay it back when he is able to work and earn enough

to support his family, and make a small payment each week on the debt he owes the town. In many cases, I think if the family knew they had to pay the money back they would be more careful how it is expended, and in case they never paid any back the debt would hang over them, so they would not be as apt to come again for help.

I think the poormasters or commissioners of charities should keep a close watch of all the poor in the towns or cities where they are officers and not give them any more help than is necessary, for most of the paupers in the villages will hang on as long as they can get it; they lose all self-respect, and if this class could be educated to support themselves I think in a short time they would be better citizens, and be respected by others, and be made to feel that they were independent.

It has come under my observation that some of the poor law officers who are elected to see to the welfare of the poor, and also for the welfare of the taxpayers of the county, are sometimes not the kind of men to fill the offices. In my opinion, a man to be a good poor law officer should be a conscientious man — of sterling qualities — who could say no if the occasion required it.

I believe in making the poor comfortable, but I do not believe in giving alms to those who do not deserve it. I have seen instances where people were receiving help from the town every week, and they can be seen at every show that comes along. Now, it seems to me, it is a shame to have the town or county furnish alms to such a class of people. There is where the poor law officer is in fault. Sometimes I think they are afraid of offending someone, or perhaps they expect to come up for the office the next year, or something of the kind. That seems to be the opinion of a great many people. This is an evil that ought to be remedied, if possible.

I will detain you but a few moments longer, as there are others whom I would be pleased to hear from on the subject, but I would like to say along this line that I think, instead of administering outdoor relief in homes to a very large extent, it would be better to have the county home large enough to support them there, for I am convinced that too much outside relief encourages pauperism. But, of course, to do away with relief in homes entirely is impossible, and inhuman.

MR. WISNER. Mr. Lodge has asked me to make a few remarks. Mr. Townsend said in his paper that if an able-bodied man came

to him for help he ought to be refused. That is true in one sense of the word, but if he refuses to support his family the man himself should be taken care of and his family provided for. It seems rather hard for the family to suffer for the misdeeds of the husband. I don't believe in giving aid to that husband. I believe in having the overseer of the poor see what they need and if they need help give it direct to the family, and see that the husband is locked up or promises to do better.

MR. TOWNSEND.—I beg pardon if my paper read that this man or the family should not receive help — an able-bodied man. I think it is stated that if an able-bodied man came for help he should be made to earn what help he needs. I said if he had to work for every dollar order he got it would be beneficial to him. I said also, on the start, if he needed help to furnish it at once.

MR. REDMOND.—In regard to the granting of outdoor relief there should be the closest investigation. I don't believe where a man comes to you and does not support his family he ought to be locked up without something else being resorted to, because, when you lock him up he is sure of his living. That man ought to be punished in some other way. Last fall I asked for an appropriation of \$7,000. That takes care of our salaries, hospital bills and everything pertaining to the board of charities. I have had several applications there from strong, able-bodied men, but I have given them to understand that for every dollar they are given they will have to do a dollar's worth of work, and the consequence is they are making a living some other way. If they will persist in loafing around, and neglecting their families, then send them to the penitentiary. I have had them call on me and plead sickness, and things like that, and when I went to their homes I found a ton of coal in the cellar, ready to burn. There is a sentiment among certain people that there is something for nothing, and if you are strict with your investigation you will find that the relief will be small if it is granted accordingly. I don't believe in being niggardly with sick people or old women. Take care of them just as good as you can. Don't grant help to strong, able-bodied men.

MR. HITCHCOCK, Dutchess.—This question of outdoor relief is a serious one. It makes paupers and is done through people with large hearts. People come to you with the complaint — the wives — that the husbands do not take care of them. They say, "Now, I have got to take care of that family; we must pro-

vide some work for them." If you find it is going to last for two or three years, you would better break up that family and put the children in a home. In doing so that man, if he lives, nine times out of ten, will take care of them himself. There is not a superintendent here who will turn away, or deny, or let anyone suffer. It is a pretty hard proposition when a woman comes to you — the husband drunk and in jail, but the time will come when you will have to take care of them, and put the children in private families or institutions. When he gets out he has no home. In our city we have no summer outdoor relief; four months we dispense outdoor relief. And I will guarantee we do not have a family suffering in the summer time in our city. If we have a woman whose husband has left her, or she is sick, we go down there and take care of her. I can cite cases where they take care of them for ten or twelve years. Three generations in Poughkeepsie have come there for relief. I have got them now so they take care of themselves. We don't believe it is right to tide people along and teach them to use money wrongfully. The children of such a man are better cared for in institutions. It is a crime not to care for a child if a parent will not take care of it. Put it in an institution and it is used better than your own child is used. You say: "I have public money, why not take care of this family?" Take care of a family for years and they will have children who will do the same way.

MR. BROOKS, Tioga.—I think this question of outdoor relief is one of the great problems of taking care of the poor. In our community it has been a great problem always to know what to do, and I don't believe there is any fixed rule established for outdoor relief — taking care of those that call for help. I think the first thing we should do when we are called on for help is to investigate the case, find out the circumstances, find out whether they are really needy or ought to live without help. Now it is largely in the judgment of the poor officer, in my opinion, what to do with them. One family calls on you for help. You go there and look over the premises and find they are really destitute. What is the cause of it? Are they sick? Are they wasteful, or will not work, or what is the difficulty? Those cases should be sifted out; first, find the cause of their wanting help and then you will know better what to do. Now, it is a fact that, very often, the husband will not work, and, if he does work, sometimes he brings home provisions that are not properly used for

easy. I think I have twenty-five or thirty men and women in the almshouse who should not have been there, but who, in some way or another, lost their manhood, and who, after they had got out, would come back again in a week.

It seems to me that we as charity workers should try our best to keep any person from any institution, whether it is the almshouse, the county jail, penitentiary, State prison, or an institution for children. I class them all together because once they get there it is very hard to get them out and keep them out. I am an advocate of temporary relief, but it should be handled with great care. I agree with the men here in calling in the women to help dispense that kind of relief to the proper poor, where the man has either died or absconded. Now, we cannot ask them to work. The woman is honest and if we can keep her out of the institution we will make men and women of her children. But get the family into an institution and the man will no longer take care of them, and it is pretty hard to get them to understand that they must take care of themselves. And, to that end, it seems to me that we should keep them out and bridge over the necessity. About a year ago, or less, an overseer of the poor came to me and said: "Mr. Long, I have an important case and do not know how to handle it." It was this: A man died suddenly, leaving eight children, and, of course, left no property. They wanted to send them down to the Catholic institution. I said: "It will cost \$16 a week in that town. Now, why not hire a house for that woman and, if necessary, get someone to go there and help her?" That man didn't earn \$10 a week, and he supported her before he died. "Now, why can't you do that?" He did with the result that they are taking care of those children. The older children will soon begin to work themselves, and I believe it will be very much better for them and for the town. Temporary relief should be dealt out with discretion.

Mr. Brooks.—I fully agree with Mr. Long in regard to that part of it, and that is why I said it should be largely in the judgment of the superintendent or the overseer of the poor. I think that is true yet. I have a family, the husband dropped dead on the railroad. He had a family of four children, and his wife was not capable of bringing up her family. She was a frail woman. I took care of that family and they were sent to school and educated. The oldest boy got into the depot and learned graphy and to-day is working on the Lehigh Valley at \$45 a

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MR. LONG.—Why not adopt Redmond's rule — send the man to the penitentiary, if he is an able-bodied man and keep him there, and then support the children? Why keep that man around?

MR. TOWNSEND.—When I came into office in 1902 there were five of that family in the orphan asylum. They stayed there until the next May, when I took them out. We had at that time forty-five different children in the orphan asylums of the State. The next November when I made my report we had seven. We had placed a great many of them in private families.

MR. LONG.—That was right.

MR. TOWNSEND.—But the family — the man, he is getting relief to-day from the town. I don't think he should. He has no family now.

MR. LONG.—Why not send him to the penitentiary?

MISS CLARK.—Is he able to work?

MR. TOWNSEND.—Yes. I am handicapped. I cannot advise my poormaster what to do. I do not like to go into a town and say to my poormaster, "You have got to do so and so."

MR. REDMOND.—I believe a good deal as Mr. Townsend states. At the time I was appointed in 1898 there was a class of people there, strong, able-bodied people. They had been helped by the city of Watertown for years. Then the board of charities got agoing and began to look them up and investigate their records. To-day there is not one of that class that is receiving one dollar's worth of relief. I remember in that spring of a young fellow coming in and wanting some help. He weighed about 160 pounds, not over twenty-eight years old, married a couple of years. I said to him, "What is the matter of helping yourself? You are not sick, your wife is well and you have no children. I don't see as you have any right to come here and ask for assistance." He says, "I don't see what you have against me; you never helped me when I got married." They will not come to the office now; they go along up the street. They are just as independent as any class of people in Watertown to-day. If I had gone on and helped them they would have come every winter for help, but to-day they manage to take care of themselves, and some have large families. In nineteen cases out of twenty every dollar given them might better be thrown into the fire, than to give to that class of people because you only encourage pauperism.

MR. BROWN, Lewis County.—I am opposed to putting children in institutions in any way if you can put them in families. We

had eight boys in Albany, when I came into office. One of the boys we had to pay out \$800 for, and he was just as helpless at fifteen years of age, as if just born. I find it much better to place these boys in families if you have to pay something for the privilege. I kept one of those boys who had no palate. I placed him in a good family and paid them something for keeping him. To-day he has grown up and is useful. Place them in families where they will grow up and learn something — how to take care of themselves.

In regard to help — this outdoor relief — I find the greatest trouble with the overseers of the poor in our county. There should be some way to make them do their duty. I think there should be some law passed so the superintendents of the poor could get at them and see that they do their duty.

MR. LODGE.— Before adjourning, I notice we have some delegates who have arrived since the morning session; let me urge them to deposit their certificates with Mr. Ives, and sign our roll. I also want to say to them that there will be no session this evening.

THE PRESIDENT.— I also would like to say that the Treasurer will receive any cash they have.

MR. IVES.— Not all of it. Leave them something to pay their bills with.

The Convention then adjourned until Wednesday morning at 10 o'clock.

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### WEDNESDAY MORNING SESSION.

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The morning session was called at 10 o'clock, and the program taken up after a selection by the orchestra.

MR. BESTOR.— Mr. President, I think some of you heard the announcement regarding the Tissot pictures at the Colonnade Building to-day. They were gotten ready yesterday and are on exhibition on the second floor of the Colonnade. The admission will be ten cents. Chautauqua is very fortunate in having these pictures this summer, and I trust a great many will avail themselves of the opportunity of seeing them.

We close our grounds to the general public to-morrow and it will be necessary for you to have Assembly tickets. We shall be glad to furnish a free ticket to anyone who wishes to have one. I will leave the application blanks with the Secretary.



One or two other things: The bowling alleys are at the other end of the grounds. The alleys and the boats there are for your use.

THE PRESIDENT.—We will now listen to a paper by Mr. JONATHAN BAKER, Keeper of the Suffolk county almshouse, on

### ALMSHOUSE MANAGEMENT.

MR. PRESIDENT, LADIES AND GENTLEMEN.—It was my great pleasure to attend the superintendents' convention held in Jamestown, this county, August 17, 18 and 19, 1886; twenty years ago. I attended then as a supervisor, representing Suffolk county, sometimes called the "Sunrise" county of the State. Now, I am here as a keeper of an institution. Take courage, supervisors; you may some day be advanced to the keepership of an almshouse.

I have been honored with an invitation to present a paper on "Almshouse Management," and the merit of the article I present, if any, will be its brevity.

There are a few general rules that must be complied with and enforced in almshouse management. Method, cleanliness, and a certain amount of restraint are absolutely essential, and all of these are distasteful to the average pauper. Sentimentality cuts very little figure. Plain practicability is the keynote. And the carrying out of the details must be left entirely to the judgment of the keeper, who should be a man of good executive ability, and he must be assisted in his labors by an energetic and competent housekeeper as matron. Get this combination with the board of supervisors to make the necessary appropriation and you have the whole matter of managing an institution in a nutshell.

The first thing to do when the patient arrives is to get his or her history as fully as possible and enter it on the almshouse records. The next thing is a thorough cleaning up, a bath and an entire change of clothing. If any baggage comes with the patient have it examined carefully before allowing it to be brought into the house. These rules must be complied with to insure the institution against contamination. Then, to secure good results, an early start must be made every day in all households, whether great or small, and each apartment should be thoroughly cleaned once a week. Look out for the cupboards and what are known as odd corners, as they are sure to collect undesirable rubbish.

Great care must be exercised in the separation of the sexes.

A detached hospital should be provided with paid and competent nurses for both male and female patients.

It is well to set apart one day in the week and make it known as visiting day, when the public will be shown through and about the institution. A visiting committee representing the State Charities Aid Association, from whom we have received some valuable suggestions and encouragement, visits our institution regularly.

Sneaky and detective methods should not be used in almshouse inspection, as good results cannot be obtained by this mode of investigation. Almshouse management and surroundings should be as plain and simple as possible, as it is more homelike under these conditions to the inmates.

And now, in conclusion, an almshouse should be an institution so managed that the inmates should be supplied with the physical comforts and assistance, of which their infirmities and unfortunate conditions deprive them.

These suggestions are mere outlines. A substantial book could be written on the management of an almshouse.

W. W. COLLINS, Newburgh.—Listening to the paper of Mr. Baker, it seems to me that one of the urgent needs of the almshouse is hospital accommodations. In the almshouse with separate hospitals it is all right, but the most of them have no hospital accommodations, and I see no reason why the almshouse should not be put in the same class with the State institutions, where people can be employed and learn nursing and reverence for old age, and to take care of the unfortunate. And I hope to see the time when every almshouse is placed on a new basis. An almshouse should be a home for the aged and infirm, and if a person is committed to an almshouse for six months he should be committed there for a year. In the summertime, when the sun shines, they go away and seem to spoil our home-life effect. A well-conducted institution proves that the manager is a man of experience.

THE PRESIDENT.—Are there any further discussions or remarks upon this subject? We would like to hear from some of the other keepers. They may be able to bring out some points that will be of benefit to us.

MR. IVES.—I would like to ask Mr. Baker if he confines the visiting-day to one day in the week?

MR. BAKER.—We fix one day as visiting-day — Thursday — and try to make it convenient to show visitors through the house on Thursday; if they come on Wednesday, and it is not con-

venient, they go away. On Thursday we try to make it convenient; they understand Thursday is the visiting-day.

MR. IVES.— Make a hotel of it?

MR. BAKER.— No, sir.

MR. LODGE.— We find in Monroe county the most difficult thing in the management of the almshouse is the matter of allowing the inmates to go down street. It seems as if they wanted to go to Rochester sixteen different times a day when registration-day comes; that seems to be quite a problem, as to how often it is best to allow the inmates of an almshouse to go down street or visiting. I would like to hear from some of the superintendents in the larger places.

MR. LONG, Westchester.— I don't wish to occupy the time and say very much. I would very much rather hear somebody else talk, but somebody ought to do some talking here, and I would like to say something that may bring out somebody else.

We have in our county a very large almshouse. We are a large county, right on the borders of the great city, and my difficulty is this — to get my people down there to know what we have. A very large proportion of our county people have no conception whatever of the provisions made by the board of supervisors and those in charge of the management and care of the poor people of the county, and we throw out a broad invitation to come and visit us at any time. We will get up in the night, if necessary, to show them through the building. I don't want to say a word now about our institution, but it does seem to me that these almshouses — our almshouses — in the State, should be very near the people, the taxpayers, and to that end we should give a broad invitation to everybody to come and see it. I entirely agree with that paper. Take care of the little things, and the large things will take care of themselves. It is the little things you must watch out for in an almshouse. The inmates of those houses are past masters in beating. They will put up a job on you. We compete with them and we have got to be on the alert all the time.

THE PRESIDENT.— I would like to hear from Mr. Smith of Oneida county. I think he could give us a few points. I don't like to call upon any of our superintendents.

MR. SMITH, Oneida.— Mr. President, Ladies and Gentlemen of the convention.— I can put into practice considerably, but I am no talker. We should carry out whatever we have undertaken, *and, as I understood Mr. Long, he said it would be a good idea*

to extend an invitation to visit the almshouse, although it might be in the night. Our institution is situated at the end of a trolley road. We, instead of letting all the employees have their Sundays to make a visit and enjoy themselves, let about half of them go away on Sunday. The superintendent, and the matron, and the keeper, are usually there on Sunday, and we have, I am sure, one of the worst day's work during the whole year. I think it is a good idea to have regular visiting days. But if a person has friends in the almshouse, I believe he should be allowed to visit them at any time, but not to let everybody go through the almshouse on Sunday. We have had to draw the line on Sunday. The subject that Mr. Lodge brought up about allowing the inmates to visit the city and go where they wanted to during the week, is one of the worst things we have to contend with. We had people that way in the almshouse who took it upon themselves to go and visit the city, and their friends down there, and they came back, a good many of them, intoxicated and in bad condition, and we always took care of them when they came back. We have a system of taking care of them. We have a cell in which we put them if they are abusive; but if there can be some system adopted to keep those people at the almshouse, I think it would be better. The city authorities come to me and say, "We don't want them down here; why do you let them come down here?" The trouble is, in some respects we are drifting toward leniency, too much of it with the people of a certain class. If we could only have a dividing line. Put the worthy on the right, and the fellows who work a month and spend their money — put them on the left. We have no way of separating them, or anything of the kind. If we could only accomplish those things, I think we could take better care of them. Instead of committing them for three months or four months they should be committed for a year.

MR. POLLARD, Keeper Broome county almshouse.— I am representing the superintendent of the almshouse. We are three miles from a large city. We have the drinking class, as well as others. They go out in the spring, and work and come back in the fall, and all I can do is to give them bread and water and put them in the cell. We have an old man who has been there fifteen different times. I told him that I had some work for him to do and he said he was going away. I got the keys and locked him in the cell three days. I told him we had got to have him through the summer. He stayed a few days. He went down to Un-

and there got drunk, and the Recorder sent him back down to the hospital again and I have him hoeing corn now. We have a class of drinking people who go down town; if they are drinking people, and they want to go to the city I tell them not to go. If they go and come back drunk I give them a week or two of bread and water.

MR. LONG, Westchester.—Do I understand you to say, Mr. Smith, that you have no power to keep them from going to the city?

MR. SMITH.—Yes, sir.

MR. LONG.—I think there is plenty of power. The law says certain rules can be made; and if a rule is made that no person shall leave the almshouse without the consent of the keeper or the person in charge, they cannot go. I do not allow them to go away even for half an hour.

A GENTLEMAN.—Why not put them in the workhouse instead of the almshouse? It is impossible to keep these people in the almshouse under the present system.

THE PRESIDENT.—I would like, personally, to offer a suggestion. I think if the committee on legislation would get together before the Legislature convenes in January and formulate a law, without doubt, with the assurance I have had on this subject, we can have a law passed that will benefit the superintendents and keepers of almshouses a great deal in this respect. The law is now taken by some counties in one way and by some in another. I have always been under the impression the keeper had full power to keep a person in the almshouse and not allow him to go and shirk his work — staying seven months in the year and going away in the summer and coming back in the fall. If our committee on legislation will get together I think they could get a law passed.

MR. BAKER.—Mr. Long says he does not agree with the paper I read here in regard to the visiting-day. I think if he had been through the experience we have been through in Suffolk county in regard to visiting he would feel different about it. I suppose the conditions in regard to visitors to the institution are almost the same in every county. We are very ready and willing to accommodate the people wanting to visit the almshouse if they have any business there. If they have friends there or have any business we make it convenient for them to see them and to show them the almshouse. The reason we had for fixing one day in the

week for visiting-day was this: We are quite a distance from the thickly-settled part of the community; our help were completely used up with the parties who came there. These people came there simply for a good time and through curiosity — no other motive — to get a sleighride and hang around on us all day. I put a notice out on the front stoop saying that the visiting-day was Thursday and soon afterward they began to come Thursdays.

In regard to our inmates going to the village and gin-mills in the locality, I don't imagine Mr. Smith needs any posting on these matters, but we have very little trouble and I draw the line tight there. I shut right down on their going away. I do not allow the inmates to wander around the village unless they have permission, or to go to the gin-mills. If they are a class that I can trust I let them off once in a while. If I find out they are sneaking out I punish them.

MR. LONG, Westchester.—Circumstances alter cases. Mr. Smith's and Mr. Baker's almshouses are so situated that I can readily see how visitors become too numerous. I very much desire that the men interested in our county should come and see how we spend their money. We are glad to have them.

MR. SMITH.—We are always glad to have our taxpayers and board of supervisors and grand jury come. It is just the pleasure seekers — the boys and girls — the taxpayers and others we welcome at any time; we show them through. They aren't the ones who trouble us; it is the pleasure seekers.

THE PRESIDENT.—I would like to announce the committees as far as I have them ready; the balance of the committees will be made known this evening.

#### *Committee on Organization.*

I. P. Carman, Dutchess; P. Redmond, Jefferson; W. H. Townsend, Yates; A. C. Smith, Oneida; W. W. Collins, Orange.

#### *Committee on Legislation.*

A. D. Smith, Essex; R. C. Quinn, Chenango; Henry Maybie, Putnam; Wm. Hirsch, Suffolk; S. W. Pearce, Saratoga.

#### *Committee on Resolutions.*

Jonathan Baker, Suffolk; H. D. Nottingham, Onondaga; J. H. Mallory, Chemung; D. W. Hitchcock, Dutchess; George D. Miller, Tioga.

*Committee on Time and Place.*

C. E. Dodge, Chautauqua; Wm. C. Acker, Steuben; A. C. Sutherland, Orange; C. Crosmen, Genesee; E. B. Long, Westchester.

*Entertainment Committee.*

H. P. Graham, Cohoes; Frank W. Doxey, Newburgh.

THE PRESIDENT.—We will now listen to the next paper on the program, which will be read by Mr. L. L. Long, superintendent, of Buffalo. The subject of his paper is

## OUR ASSOCIATION.

MR. PRESIDENT, LADIES AND GENTLEMEN of the association of the superintendents of the poor:

I have been invited by the chairman of your committee on topics to give a brief history and the accomplishments of this association. The more deeply I have gone into the subject the more interesting and important I have found it. The object of the organization was the improvement of methods of administration of relief at public expense and to secure concerted action on the part of the superintendents in procuring needed legislation affecting our charities.

It is now over thirty-five years since the first convention of superintendents of the poor of New York State met in the city of Syracuse. That first meeting marked a distinct era in the history of the charities of New York State. Messrs. Letchworth and Hoyt had been laboring in the field of public charities. Our poor-houses had a population composed of proper candidates for the workhouse, infants of all ages, insane, epileptics, deaf and dumb, tramps and degenerates of all classes from youth to old age. The public sentiment was growing in favor of the separation of these different classes; the establishment of hospitals for the insane had begun; the removal of children from two to sixteen from the poor-houses soon followed and from that day to this improvement in the system of administration and methods of charity has been continuous.

The superintendents of the poor and the State Board of Charities have been the central figures in the reformation, and no small part of the creation of public opinion has been done by our annual conventions. Defeated movements necessary for legislation have been revised and returned to activity by conference and dis-

cussion among the members of these conventions, and it is not the least to our credit that they have cherished and fostered all good movements in the work of charity.

A short retrospect carries us back half a lifetime to those early workers in the field of organized charity. The first convention of superintendents of the poor was held at Syracuse in 1870, and was largely the outgrowth of the efforts of the Hon. Wm. P. Letchworth of Livingston county, the Hon. Charles S. Hoyt, M. D., of Ontario county, at that time Secretary of the Board of State Commissioners of Public Charities; the Hon. Henry E. Van Vleet of Onondaga county, the Hon. George E. McGonegal of Monroe county, and the Hon. Morris M. Olmstead of Cayuga, all of whom, except Mr. Letchworth, have passed from our midst. Among the early members of the organization there is but one, to my knowledge, of the superintendents of poor surviving, and still a member of this association. It is our esteemed member, Mr. Crosman, of Genesee county. In looking over the roster in the proceedings of the various conventions held there are but few of the conventions where Mr. Crosman's name does not appear as a delegate. We are always glad to meet him. His genial manner and untiring devotion to the association are an inspiration to others. We hope he may be spared many years to meet with us.

It might be deemed invidious to omit the names and work of the many gentlemen who have been active in the councils of this association, but the work is embalmed in the records of this association and has passed into the accomplishments of a history broader than this few minutes' sketch can give.

Chapter 951 of the Laws of 1867 created what was then known as a Board of State Commissioners of Public Charities. This body was intended by the Legislature to procure statistics and information relative to the various charities throughout the State. At that time the State appropriated large amounts of money for private charitable institutions and it was felt that much of the money that was appropriated was not judiciously expended. This State board effectually corrected this situation and this accounts for the action on the part of some who in the year 1873 attempted to have the Board of State Commissioners of Public Charities abolished, which effort was opposed by this association successfully. Instead of the Board of State Commissioners of Public Charities being abolished, chapter 661 of the Laws of 1873 was passed,



which placed under their supervision and made a State charge, all persons who applied for relief, who had not been residents of any county in the State for sixty days during the year just previous, thus creating what has since then been termed State poor persons, and by chapter 571 of the Laws of 1873 its powers and duties were further defined and extended and the name changed to its present title "The State Board of Charities."

In 1875, the association was energetic in its efforts to have a law passed which would require the removal of all children between the ages of three and sixteen years from the care of almshouses; but chapter 404 of the Laws of 1878 amended the Law of 1875 by making it unlawful to maintain children between two and sixteen years in an almshouse. The law also provided that such children when placed in an institution should be placed in one under the control or management of persons of the same religious faith as the parents of the children.

Previous to the year 1878, many special acts had been passed which empowered boards of supervisors to make laws for the administration of public relief throughout their respective counties and frequently these laws were at variance with each other and resulted in an almost endless confusion.

During the Legislature of 1875-76, a bill was introduced which directed the Governor to appoint a committee to revise and codify the poor laws of the State. This law failed in passing. At the convention held in Binghamton in 1877, the following resolution was adopted:

"Resolved, That the Committee on Revision of Poor Laws be and they hereby are directed to take such action next Winter as in their judgment will best promote the success of the bill which was introduced in the last session of the Legislature, and which had for its object the appointment by the Governor of a Commission to revise and codify the Poor Laws of the State, both local and general."

The committee met conjointly with the regular legislative committee at Albany in the early part of the session of the Legislature and invited several members of that body to meet with them to hear arguments on the question involved and after considerable discussion, it was resolved that the bill which had been presented at the former session of the Legislature should again be recommended and carried to passage. The bill was placed in the hands of Assessor of Kings county and intro-

duced. It was referred to the judiciary committee and was favorably reported. When it was brought up to be acted upon in the House, amendments were offered and it was recommitted to the same committee and there died. The chairman of this committee, Mr. Simons of Queens county, was in Albany a number of times during the winter and made every effort to secure its passage, but was unable to foil the influences that were worked to defeat it. The failure of the passage of this bill was deeply felt by the members of the association at that time and the committee on laws and legislation were again authorized by resolution to continue their efforts in obtaining a revision of the poor laws and were empowered to take such action as it deemed necessary in order to accomplish this end. One by one, desired laws and amendments were secured, and, after the question of general revision of the laws had been repeatedly brought up at the conventions thereafter until 1896, the general revision was accomplished under the direction of the Statutory Revision Committee, and enacted by the Legislature, and thus, to-day, we have what is known as the poor, insanity and State charities laws, which is covered by chapters 225, 272, 545 and 546 of the Laws of 1896, together with various other laws that have been enacted since that date.

It is but thirty-three years since the first statute was passed authorizing the adoption of children and creating by general statute the legal relation of parent and child. At first the right of inheritance was denied, but fifteen years later, after repeated request by this convention, the right of inheritance was given to the adopted child, with certain exceptions touching limitations over the remainders and special devises under wills.

Chapter 830 of the Laws of 1873, was the first law on the statute books which provided for the adoption of destitute children who were public charges. This law defined the term "adoption" and established the mode of procedure. Chapter 240 of the Laws of 1878, amended the law by striking from section 11 the clause which required that in the case of an abandoned child, proceedings for adoption were to be instituted within six months after the child had been received into the family who maintained it. This law provided that a child when adopted should take the name of the person adopting and that such child should thereafter sustain the same legal relation and be subject to all the rights and duties to each other as exist between parents and children born to them, with the exception of the right of inheritance and that as respects the

passing and limitations over real and personal property under and by deeds, conveyances, wills, devises and trusts. In this the said child so adopted should not be deemed to sustain the legal relations of child to natural parent.

This law remained unchanged as respects property interests until the passage of chapter 703 of the Laws of 1887; then, and by that law, a child taken in adoption had in every respect the same claim upon the persons adopting as the child bears to its natural parents, except passing and limitations over real and personal property under and by deeds, conveyances, wills, devises and trusts.

Previous to 1893, the chronic insane were cared for in the almshouse. Repeated efforts had been made by a few members of the association to have these cared for in State institutions for the care of insane, and in that year this was accomplished, the State taking charge of them, entirely bearing the expense of their care and the counties assessed for the expense in proportion to the assessed valuation of the property within the limits of each county. It is impossible to measure the good that has been the outgrowth of this change. Many recoveries of those who were thought to be chronic and the percentage of recoveries among the insane has been largely increased. I do not believe that it was for the lack of physical care in the almshouses, but the careful attention medically that is given to each individual patient in the State institutions that was not forthcoming to the patients when they were in the almshouses, that accounts for the marked increase in percentage of recoveries, and to those members of the convention who took deep interest in order to accomplish this great change, I believe, is due a great deal of credit.

The act of 1875, removing the children from the almshouses to the asylums, while a long step in the right direction met with many difficulties in the way of practical administration. The supervision of commitments by petty officers provided by later amendments of chapter 173 of the Laws of 1875, placed further responsibilities upon the superintendent of the poor and the accumulation of children in the asylums called out for redress. This convention discussed and recommended the county agent plan of placing children in homes; the agency plan of relieving the pressure of asylum population and converting the waifs and orphans to useful citizens stands vouched for by this association; and I may say that the greatest progress has been made in the care of our

destitute children during the last ten years — more than of almost any other class of destitute persons who come under the care of superintendents. It has been only within the last fifteen years that any attention has been given to the care and selection of family homes in which children were placed. Previous to that time the homes came by chance, and supervision was considered practically unnecessary.

One of the first philanthropic people to be instrumental in the organization of private societies for the placing of children in family homes was Mr. C. Loring Brace, who organized the Children's Aid Society of New York City. From that time on there were a number of similar organizations created, both by the Protestant and Catholic religious denominations. It came to be known that careful supervision of the homes was necessary in order to attain a high moral condition of the children who came under the care of the persons having in charge the administration of relief.

In Erie county, in the year 1885, two agents were employed by the board of supervisors to place children in family homes, and to give subsequent supervision, but visitation was neglected at first. Since that time these agents have been employed constantly and over 2,500 children have been, through this means, placed. We have now four agents. It is gratifying to know that but a small percentage of all these children have not proved to be good and worthy citizens, and I believe it has been because of the careful selection and subsequent supervision that has been the means of accomplishing this end. Too great care cannot be given to the work relative to children. It is in them that the future welfare of the country lies. Thus it behooves those in whose charge these little ones are, to do the best that is possible for them (for the best is none too good), and here I would point out an opportunity for the future usefulness of this association. Here is a field of work, the greatest open to-day, for our efforts both as individuals and as an association.

Some of the judges of the various counties have raised the question that the department of the superintendent of the poor is not a charitable institution and thus does not have the power to give consent to the adoption of children coming within their jurisdiction. Section 65 of chapter 272 of the Laws of 1896 places the power to give consent to adoption in orphan asylums and charitable institutions. In the case of an appeal taken in the matter of Matilda Trimm in Erie county, it was held that the department of the

superintendent of the poor was a charitable institution and, therefore, had the power to give consent to adoption and the order by the Appellate Division was affirmed. However, some county judges feel that this decision does not, in fact, interpret the department as such, and on account of this, and in order to have the statutes more specific, I would recommend that this convention request its committee on laws and legislation to prepare a bill to be presented at the next Legislature that will for once and all settle the question as to the power of the superintendent of the poor to give consent for children in adoption, also to settle the question of the jurisdiction of the department of the superintendent of the poor over abandoned children, so that the future welfare of these children may be conserved to the utmost.

But you may ask if the work of this convention is done, if the field of its usefulness is worked over, and whether there will be continual need of it and work for it to do. Let me answer that so long as new members come in to take up the work and mantle of the old, they must needs require the instructions and strengthening to be gained here.

So long as charity is administered by superintendents of the poor or equivalent executive officers, there will be opportunity and need for improvement in methods.

Perfection of legislation and of administration cannot be expected save through the untiring efforts of organizations like this.

All that pertains to public opinion is peculiarly the province of this association and to this end we want all public officers, committees, bodies and persons interested in or connected with the administration of charity to be represented at these conventions and be heard.

At the conclusion of Mr. Long's paper the chair was occupied temporarily by Mr. Wisner, the vice-president, during the absence of the president.

MR. LODGE.—I received a letter from Mr. Smith saying it was impossible for him to be present. We expected him to open the discussion on this subject, and, as he is not here, I would like to say that, as time passes and from year to year these conventions occur, I feel more and more their value to me. I do not feel that the ground has been worked over. I never go home from one of these conventions but what I take with me something I have learned, something of more value to me than all the trouble and expense of coming here. It is not altogether the discussions on the

floor — and if the delegates here would jump right into the discussions they would enjoy it, but the points as raised in the papers are pretty thoroughly discussed in our veranda discussions we have, and perhaps that is the most valuable part of our convention. As I came into the convention this morning there was a knot of superintendents on the veranda having a red-hot discussion over some point of law. I never go home without taking some good with me. Our conventions are growing in interest and attendance, and I would like to ask the members, to take a little more interest in them.

THE VICE-PRESIDENT.— The convention is now open for discussion or remarks upon this paper.

QUESTION.— I understand you cannot take a child under the age of two years to the county house unless accompanied by the mother. Am I correct about that?

A GENTLEMAN.— We commit them right along under the age of two.

MR. LODGE.— I think that Mr. Rogers, of the State Board of Charities is in the room, and if he is, I would like to call upon him to answer that question.

MR. ROGERS.— I am not qualified to speak on the interpretation of the law. The law does state that a child under the age of two shall not be maintained in an almshouse unless accompanied by its mother. That is the wording of the law, but I do not know of a case where any particular objection has been made where hospitals are connected with the almshouses, with regular maternity and children's work. I have never heard of any children being kept under those circumstances. It is contrary to the law to have a child in the almshouse under the age of two years unless the mother is there, but I have never heard any complaint.

MR. LONG, Erie county.— I have probably committed 700 or 800 of these children to our almshouse and no one has ever attempted to make me any trouble.

MR. BROOKS.— There are some things tolerated that might not always be overlooked. Aren't we laying ourselves liable to punishment by doing this?

MR. ROGERS.— My impression is that the superintendent is laying himself liable in doing that, but, provided a suitable ward is established and suitable nurses employed, I don't think criticism will be likely to be made.

MR. LODGE.—That being a fact, I would like to ask what we are going to do with the children when the mother dies and the child is left under two years of age.

MISS CLARK.—It seems to me that whatever the law may be, possibly we could get out of obeying it. It certainly would not be a very good thing for the child. I think if you gentlemen made inquiry into the death rate of the children without their mothers, you will find it is extremely high. In one almshouse they had there during the year only five babies without their mothers and everyone of them died. That is a death of one hundred per cent. And so to keep such a child alive, is to give it the normal conditions of life the ordinary baby gets. Provide it with some other mother to look after it. We have had a lot of experience of that sort in New York with babies, and until within the last seven or eight years all the motherless babies and foundlings were taken care of in the Infants Hospital, and the death rate among the foundlings — those stayed only a few days — varied from ninety-five per cent. to one hundred per cent. They had trained nurses for them, and, to some extent, wet nurses. Our association, together with another New York society, got the permission of charities commissioner to board a number of them out. The result was a reduced death rate among them, to ten per cent., and that has been done by putting each baby in a family home, frequently with some one who had other children. We never put a baby with another. You should get for those babies just such mothers as they need. If you have a little baby that ought to be nursed, if you will find a mother in your county who has lost her baby, you can have it taken care of in that way. Your results will be a hundred per cent. better. I think whatever the law may say about that, you are, by keeping the children of that class in institutions, disregarding the welfare of the child, and, to that extent, you are not doing your duty by the community. We ought to do for those little children all we can and the way to do that is by placing them under normal conditions. It is not so difficult, and I hope you will look into that matter when you get back.

MR. LONG, Erie.—I think Miss Clark has overlooked the fact that the superintendent of the poor has to get the consent of the board of supervisors before he can do that. We are now working under that plan and placing all we can. We hope in the near future to board out the infants under two years of age. At first this plan met very serious objection from the board. They could

not understand why it was necessary to pay two or three dollars a week in private homes.

MISS CLARK.—I understand a superintendent has just as much right to board a child in a family as in an institution. Of course, he is not supposed to pay any more without the consent of the board. The law does not say anything except that they shall not be supported for over sixteen years. But I thought Mr. Long had a perfect right to board out his babies if he does not pay any more for those babies in homes than if he had sent them to an institution. We never get the consent of the board of estimate and apportionment in New York.

MR. LONG, Erie.—The reason why the board refused to have the children placed was that it was going to be more expensive. They were also opposed to employing another agent.

MR. TROTT, Agent Children's Aid Society.—It is impossible for us to supply the demand for infants. I know we have a great many applications for the placing of infants in homes, and, if the superintendents, personally, would confer with the aid societies I think the results could be obtained.

MR. BROOKS.—The question, Mr. President, looks something like this—whether the superintendents have the right to keep the children in the almshouses under two years of age without their mothers. We very often have a case like this. The woman comes there and the child is born in the almshouse. Just as soon as the mother is able to, she wants to skip out and leave that child in the almshouse. The question is whether we have a right to let the woman go and keep the child, or if we have the child put on our hands whether we have the right to put that child in the almshouse. I am speaking of the almshouse in my county. Whether that is best, or practical, right or wrong, is the question in my mind.

DR. W. S. BENNETT, Suffolk county.—I am from Suffolk county and I was surprised at the statement made in regard to the mortality of babies—100 per cent. But, I want to tell you that down in Suffolk county, we have, I believe, a model institution; our superintendent keeps a model institution and we are proud of our managers, and the county-house, and we believe we have a model institution. Every day in the year everything is neat and tidy, and in perfect order, and I never d of but two people finding fault with the institution; one man who sent for me. His child had been sent to the



county-house and I would not have gone to see her, but I thought she was dead. I was sent for and they told me she was dead, and, when I got there, imagine my disappointment, to think that she still insisted she was dead, but she kept right on breathing. Another case was that of a man who had been taken there and who had not taken a bath for twenty years. He said that it made him sick. The deputy inspectors came there and they, of course, wanted something to find and something to say — they could not find any dirt; it is perfectly and absolutely clean — that is what makes it a healthy institution, but they did find on the walls some plastering that had been put on the walls a little bit roughly. But, they thought these walls should be made smooth and that they ought to be tinted. Here is the point of criticism that I was very much surprised at. We all take an interest in the Suffolk county institution. If I go there I want a south room, where the sun comes in. One of the crazy inmates there said they had too much milk, but one of the most beautiful sights there to-day is the field of clover, and the herd of twenty-five or thirty beautiful cows, just as clean as they can be. There is not a spot of dirt on them. That is what they want. I was surprised at the mortality of babies, and the mortality we get under Mr. Baker's care is nothing; we have 100 per cent. of them; they all live; we get some eight or ten babies a year and feed them those cows' milk and they get well and live. I believe if this lady would visit the institutions throughout the State in the farming localities, where they have something to eat that is good and pure, she will find the babies get well and live. I can't say too much in praise of that institution. If you ever come to Suffolk county I hope you will come and visit it.

MR. GEORGE D. MILLER, Tioga.— The question was whether we had any right to take them there. Here another question arises, and that is in regard to the feeble-minded people. The law says we shall not keep them in the almshouse. We have them there; what are we going to do?

MISS CLARK.— I think I can give the gentleman a point about Suffolk county. It is because the lady, Mrs. Baker, makes those women stay there and they recognize her authority; and they call her "mama," and know she has got to be obeyed. That is the important thing. Mrs. Baker does not intend that babies shall be left there to any extent on her hands without their mothers, and that is why the babies down there thrive and live.

Of course, they have all the facilities and they do the best they possibly can do even if all the babies do not have mothers. The almshouses are quite careless about allowing the mothers to go off and leave their babies. If a woman nurses her baby the first year, if she has got any good in her at all, the chances are that she will go out and take the child with her. This allowing the mothers to leave their children is one of the worst things for the institutions. Our association in New York has had for ten years an agency for finding situations in the country for mothers with babies, and we have filled in that time something over 1,500 situations where the mother goes and does general housework in a family and brings up her child among self-respecting people. I think every effort should be made to keep the mother and child together.

Mrs. HOUSE.—Mr. Long thinks we are getting the worst of it. I think the conditions are so different in different places. The rule that will apply to one will not apply to another. I have made up my mind that Buffalo is a dumping ground for the rest of the State. We have babies left on the doorsteps, left here and there by the mothers, and it is sometimes impossible to find the mothers. Then we get a good many from Canada. We have babies without their mothers where it is impossible to find the mothers, and we have a whole flock of motherless babies; and, of course, while we recognize the fact that it is very much better for the babies to be boarded out in homes, it is hard work for us to accomplish it in Buffalo, because we have the board of supervisors to contend with. At the same time, they are not willing to pay the price that the people in good homes must have for taking care of these babies. The supervisors reason that at the county hospitals they have to pay the same as anyone, anyway, and it is a clear loss to the county to board out these babies.

They are coming around to the right idea and we are boarding out the babies and are trying to get along without having any motherless babies in our hospital. There are so many mothers that are not fit to have the care of their children. We place out mothers with babies and find it difficult to keep them in homes. A great-many times they are diseased. I hope you will see that have problems to deal with that those who live in Suffolk cannot have.

LODGE.—When I asked this question I did it just to bring discussion without thinking that to-morrow we are going

to have nearly all day for the discussion of this same subject; but I wanted this brought out for the benefit of the superintendents.

MR. W. E. WEBSTER, supervisor, Wyoming county.— I think from the recent developments in Erie county it is easily understood why the supervisors do not want to board out the babies; they want to build another graveyard. (Applause.)

DR. BENNETT.— The first graveyard started in our county was near the county institution and a man traveling through there inquired where the graveyard was. He was told it was over on the hill and that there was only one buried there and he was a physician who died from starvation. Two of the advantages of our county institution is the climate and the cows' milk. It is a beautiful sight to see thirty or forty or fifty children eating bread and milk.

THE PRESIDENT.— If there is no objection the convention will adjourn until 3 o'clock this afternoon.

There being no objection the convention adjourned until 3 o'clock.

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### WEDNESDAY AFTERNOON SESSION.

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The afternoon session was called to order by the President at 3 o'clock.

THE PRESIDENT.— The first thing on the program this afternoon will be the reading of a resolution by the secretary.

Mr. Ives then read the following resolution:

The sad intelligence of the sudden death of Mr. William J. Wallis, superintendent of the Albany Orphan Asylum, has been received. His death removes from our association one of its long-standing friends and coworkers. He was present at the Lake Placid convention last year, and, as a member of the committee on time and place he was instrumental in the selection of Chautauqua as our place of meeting this year. He had planned to be here. He had long been devoted to charity work both in Ohio and New York. His personal qualities were such that all who knew him feel that they have lost a friend, and the institution which he conducted has lost a competent and efficient manager.

*Resolved*, That this testimonial of our esteem and sympathy be recorded in the minutes of our proceedings, and a copy be sent to his family.

MR. LODGE.—I move that we adopt this resolution by a standing vote.

Mr. Lodge's motion was seconded and unanimously carried.

MR. LODGE.—I would like to report for the committee on time and place, that the committee is slightly embarrassed in selecting a place for the next meeting. We would like a little more time, and I feel that a little later the committee will be able to report to this convention; so I would move you that the committee on time and place be granted further time to select the place of meeting, with power to act.

Request granted.

THE PRESIDENT.—Are there any further resolutions or motions to be made before proceeding with the program?

Judge Peckham, at the end of his address of welcome, told a story and I don't want to have that name, nor do I want to keep harping on the subject to get you to come up and see the secretary and treasurer. He is very anxious to start a large bank account, so that he can open up a summer resort where the superintendents can hold their annual convention.

We will now listen to a paper by Miss Mary A. Pedder, superintendent of the Onondaga County Hospital. Her subject is

“THE VALUE OF COUNTY AND ALMSHOUSE HOSPITALS.”

“Poor people are those who lack the means for their subsistence,” says a writer. The poor are always with us. History does not record a people among whom there were no poor. Civilized communities have made some provision, more or less adequate, for their care and support. Our people believe that the word “State” means to every person the absolute guarantee of food, clothing, shelter and care; unless he is a criminal and must go to a jail, house of correction, or penitentiary; unless he is insane and must go to a State hospital for the insane; unless he is bad, wholly idle and disobedient, when he must go to a reformatory or a house of refuge; unless he is an epileptic or feeble-minded person, when he must go to the home provided for such persons; unless he is blind, when he must go to the school for the blind; unless he is deaf, when he must go to the institution for the deaf, and learn to be a useful, self-supporting citizen. These

and other splendid institutions have absorbed nearly all that part of our almshouse population; and they have done their work so well that they are constantly turning back into wholesome, useful life, a large number of reformed, corrected, and happy people. We have seen the graduates of reformatories holding positions of responsibility. We have seen the pupils of the school for the blind playing football with zeal and zest. We can see the scholars at the school for the deaf rise and respond to the rhythmic beating of a drum; and we can see in other institutions the feeble in mind grow and expand under the systematic trials and tests of modern training. So there is nothing left for our almshouses to do but stay in their respective counties. But who are the people left in the almshouses? They are the sick, feeble and infirm; no more, no less. Their ills are like other ills, either acute or of recent origin; the result of accident, overwhelming disaster, or chronic and long continued. Many suffer from ills amenable to treatment by physician and nurse, others are incurables, doomed to wait patiently for the coming of the end. (You ask from what inmates of almshouses suffer?) Rheumatism, not only the painful type of that disease, but often the deforming kind, which twists and wrenches hands and feet into shapeless, helpless masses; with mind bright, clear, keen and sensitive, but with a poor body, helpless and immobile. Paralysis dragging about a once sound and happy person. Infirmities of age, cancer and cripples, and maudlin senility give the almshouse sometimes an atmosphere of great unpleasantness, and call for superior care of its patients. The composite of the almshouses of this State is to-day a hospital. For this reason, the institution should stand in our State as a county hospital. It should be up to date in every particular.

Marvelous changes for the better have been wrought in recent years in our almshouses. Reforms in connection with poorhouse establishments have extended to better planned buildings, improved sanitary conditions, proper classification of the inmates, and improved administration.

It is a fact that county almshouses have in the past usually suffered from low standards of management. The reasons with many have varied according to local conditions. I believe, however, that the one great, underlying reason applicable everywhere is to be found in public indifference. This indifference takes the form of complete ignorance of the conditions which actually exist in county almshouses. When this ignorance gives place

to knowledge, the indifference vanishes; and when indifference vanishes, the standards of institutional management promptly improve. Good results always follow the awakening of an intelligent public interest in the management of the class of institutions under discussion. Needed improvements and reforms will be more readily obtained and more generously provided when the public knows the needs and demands of those in authority. Efficient officers in charge of almshouses ask in vain for improvements for which the need is great. When these requests are supported by public demand, the response will be prompt and certain. There is not an almshouse in any county in the State of New York not now provided with a hospital, but that would be soon provided with one, if those in control of affairs are convinced that the public demands the improvement.

It is a part of every man and woman's business to see to it that the dependent, segregated, and helpless people of his or her community get the measure of justice, care, and general comfort, that the average sense of the community demands that they shall have. More than this: it is the duty of every man and woman who see or think they see that this average sense is deficient, to try to enlighten and quicken it in public demand for better things. We are especially concerned about one particular feature of almshouse provision. Do you **have** a hospital and a nurse to care for the sick and helpless? This question I want to put to each representative, official or otherwise, in every county in this State. Do you have, in connection with your almshouse, either separate or attached to it, a hospital, and in that hospital a nurse to care for the sick and helpless? And if you do not, will you not go and see when you get home if you ought not to have such a hospital and such a nurse for such a purpose? Supervisors justly pride themselves on their fine buildings and beautiful surroundings and accessories of their institutions for the care of the county poor. They can justly pride themselves upon the beautiful way in which houses and grounds are kept by capable and efficient keepers, who in general are spoken of with appreciation, and often with affection by the inmates.

You will kindly note the fact that but few of the counties of the State have adequate facilities for the proper care of the sick poor, or accommodation or facilities for the isolation of infectious diseases, the need of which is very great, no matter what the size of the institution.

In many instances in our almshouses the "hospital" is a perfectly empty room, in which a bed is put up (occasionally) and in which are placed many old cases that come to the almshouse in a fearfully diseased condition. It is right to thus protect in a measure the other inmates; but a bare room without a nurse should not, by the extremest stretch of courtesy, be called a "hospital." There is necessity for detention wards, where the dangerous and contagious cases may be cared for. Every county almshouse should be provided with a hospital. A great many in our county institutions might be cured and restored to usefulness by proper surgery; but good surgery cannot be obtained without certain required conditions. It is time that the people of our State understand that the people in our almshouses need better and more refined care. Provide for the almshouse a separate hospital. Put into it a trained nurse, who will give a different aspect to the entire county institution. People have undergone a change; we have been educated; we know more than we did awhile ago, but we have forgotten a great deal about the almshouse.

Consider for a moment the economic loss to this State from tuberculosis. Among the vast number of agencies actively at work in the production of disease, the greatest is that of tuberculosis. We are obliged to fight it, and aim to check its ravages, and finally, bring about its practical eradication. The necessity for the protection of our people against such a disease becomes more and more evident. We must bear in mind that to take care of those suffering from tuberculosis is, of itself, an economic, as well as a philanthropic measure. We must make greater provision in our almshouses for the care of persons affected with tuberculosis whose ailments are every day an element of danger to the health of others. It has been estimated that the sum paid annually from each county for the support of the poor is far greater than what would be required for the maintenance of hospitals; and these hospitals, from their sanitary surroundings and equipments, would prevent much sickness, and many lives now sacrificed would be saved. There is a large number of consumptive poor persons in the almshouses of our State. These persons should have the best of care, and be removed from all danger of spreading tubercular infection. A practical measure, then, would be to lessen the infection and spread of tuberculosis by the establishment of hospitals in connection with our county almshouses. The poor consumptive is too frequently

of the indigent class, and for this reason we have many such in these institutions.

A careful examination of the inspection reports of the almshouses of the State of New York will give us some interesting information, and will help us to understand the value of the hospitals in connection with almshouses where they exist and the need of providing hospitals for almshouses where they do not now exist. An examination of this report, covering sixty-two almshouses, shows that the inmates come from counties in this State whose population is more than four millions of people. We find that the population of the sixty-two almshouses is six thousand and eighty-two, which includes four thousand and eighty males, and two thousand and two females at the time of the making up of this report. We find further, that there are separate hospital buildings for both men and women to the number of twenty-two. We find, also, that in six almshouses there are separate buildings for men only. This makes a total of twenty-eight separate hospital buildings --- less than one-half of the number of almshouses included in the report. Still further, we find that in the remaining number of almshouses where there is not a separate hospital building, rooms for hospital purposes are provided in twenty different almshouses. In order to make up the number twenty-eight, which I have stated as the number of separate buildings used for hospital purposes, I have included all such buildings, regardless of their equipment and usefulness as hospitals. The number includes detached wooden cottages, additions to the rear of almshouses, small wooden buildings, annexes, buildings connected by corridors, rooms in detached portions of the buildings, tents for male tuberculous patients, and isolation hospitals for cancer and syphilitic cases. These buildings are of many styles of architecture, from the one-story wooden building to the massive brick structure. Their equipment is equally varied and ranges all the way from the most meager furnishings and accessories to the furniture of a well-equipped hospital with operating rooms, containing full equipments with instrument-cases well-filled. In twenty almshouses we find that rooms are set apart for hospital purposes. In very many cases these rooms are restricted to the use of male patients, and women patients are treated in their own rooms. In a very few instances these rooms are reserved on the first floor, but more generally they are on the second floor, and in a few cases on the third floor. In a very few cases, the entire floor is set aside for the



care of the men who are sick, and the floor is divided into separate rooms. In most cases these rooms have only such furniture as is absolutely necessary, and in a very few cases have none of the modern appliances and furnishings for the care of the sick. In a very few instances, adequate provisions are made for contagious cases, and such other cases as require isolation.

We have considered the need of the county hospital; let us briefly state the need of a trained nurse in such a hospital. With each generation the conviction grows stronger that we cannot segregate the people whom we do not like to see around — put them out of sight, confide them to hired keepers, or worse still, as is often the case, leave them to be, in part at least, cared for by inmates as badly off as themselves — and think no more about the matter. With each generation, we are the more persuaded that nothing whatever can discharge us from personal responsibility toward those who, by any process, come under the care of organized society. No blame attaches to the keeper and matron; they do the best they can. They have many duties to perform. One cannot expect them to work all day and then stay up all night to nurse the sick. Moreover, they have usually no experience or fitness for such arduous duties of nursing as exist among those commonly found in a county almshouse. If you visit a county almshouse, you will find conditions that require the services of a trained nurse — not one condition, but usually many. You may see someone assisting there who is an inmate, infirm, inexperienced, and of more or less unsound mind. You will find the keeper and his wife looking after the bed linen, the kitchen, taking care of the milk, and providing as far as they may for the sick.

In short, the county ought to provide special care for these people. A trained nurse in a county almshouse is a necessity.

Our statistics show that there are paid attendants in twenty-five almshouses in this State. In many of the almshouses embraced in this number there is a trained nurse and others who have had more or less experience in caring for the sick. In this connection, I wish to emphasize the need of at least one trained nurse in every almshouse in the State of New York. The objection is usually raised that the services of a trained nurse add greatly to the expense of a county almshouse. This item of expense, in the minds of very many, is based on the charge by trained nurses in their capacity as private nurses. Still another objection raised is that the trained nurse, herself, needs so much assistance and waiting

upon. In the experience of institutions which have secured the services of a trained nurse, neither of these objections are valid to any considerable extent. It has been found entirely economical and most satisfactory in every way to secure the services of such, which may be done at a fair salary. Such a trained nurse will, in connection with her other duties, train up a class of attendants, or even inmates, to assist her in her work, and thereby greatly add to the efficiency of the institution itself. Moreover, by virtue of her training and systematic methods, she will more than save to the institution her own salary.

In my own experience, aside from my regular duties as a trained nurse, I instruct attendants how to give medicine, take temperature and pulse, take care of maternity cases, do dressings, bedmaking, and take such care of the sick as is taught in general hospitals. In addition to these duties I look after the cooking and the hospital in general. I also supervise the cleaning, look after the paid help, and attend personally to the regular housekeeping duties.

These, then are a few of the many reasons which may be given in support of the value of almshouse hospitals.

You may not know from this hurriedly prepared and greatly imperfect and incomplete paper how deeply I feel upon this subject. I pray that this matter may receive early attention and that another progressive step may be taken by our great State in the interest of the sick and the unfortunate.

I thank you for your kind attention.

THE PRESIDENT.—The discussion of Miss Pedder's paper will now be opened by Mr. E. B. Long.

MR. LONG.—Mr. President, Ladies and Gentlemen.—The well-prepared paper needs no criticism. On the contrary, if anything is said it should be on the paper and the way in which it was delivered. She starts in at the very commencement and then treats the whole subject from A to Z. I just made a note or two on the topic. After going on and telling what the poor are, etc., and the way they should be taken care of, she says, "Unless he is a criminal and must go to jail," "Unless he is insane and must go to a State hospital for the insane," "Unless he is wholly bad, wholly idle and disobedient." That is all right so far and the law is complied with so far. When a county judge or a supreme court judge finds from the certificate of two physicians that a man is insane he must go to the State hospital; if he is bad, indolent and disobedient he must go to a reformatory on the order of the court. A

poor person, upon the order of the superintendent of the poor or commissioner of charities, must go to the almshouse and he must be supported. Now, so far the law is complied with and it is all right, but, she goes on "unless he is an epileptic or feeble-minded person, when he must go to the home provided for such persons;" now, she is talking about the law; that is the law, but is it a fact? I say emphatically, no! There is a little joker in the law which makes difficult an admission either to the Craig Colony for Epileptics, the State Custodial Asylum for Feeble-Minded Women, the Rome State Custodial Asylum, or the Syracuse State Institution for Feeble-Minded Children, and, to get a person into them we superintendents of the poor must make application, and they must be accepted before we can expect to get them in, and then, after waiting a long time, we get the word, "There is no room."

Suppose when a commitment comes for a poor fellow for admission to an almshouse, and we know he is deserving, we say there is no room. Suppose the doctor at Poughkeepsie State Hospital should say, "There is no room; take him back." It is all very nice for these papers to be read here, and the lady deserves a great deal of credit for getting it up. Don't think I am criticising her; I am criticising our laws. And I must say it is our own fault. We sit down while they concoct laws and we are at their mercy.

Now, she goes on and asks the question, "Who are the people left in the almshouse?" Well, I haven't a doubt but that she thought that was just true, and she deserves a great deal of credit for that, but, I say, and you know, that is not the rule. In my almshouse we have a dozen epileptics, a dozen idiots, a dozen feeble-minded women of child-bearing age. They were in my almshouse a year ago and we took care of them. The great State of New York has by law said: "We will provide for the epileptics, the idiots and insane, and the women of child-bearing age — feeble-minded." Do they? They take just as much as those commissions see fit to accept. Now, I know if there is no room in the almshouse we have got to make room; and if these commissions, or men who control these institutions were compelled to take persons from these superintendents of the poor, properly committed, just as the other institutions take them from the judge, the State would soon provide room for them.

The paper goes on and then defines some diseases which prevail in the almshouses, and starts out with "rheumatism." If she had left out the letters "h, e," and said "rum-atism," it would

have been better. About 50 per cent., I believe, of our persons in the almshouses are there through the direct effect of rum. Seventy-five per cent., 80 per cent. or 90 per cent. are there indirectly from that cause, so that we have about 90 per cent. there from that cause. She deprecates the fact that we superintendents are not the men that we should be. There is imbecility displayed in the almshouse. I want to say, as Judge Peckham well said yesterday, "The most important office in our towns to-day is that of poormaster, and it goes begging." It is one of the worst to handle if you handle it right. The office of superintendent of the poor is, in my judgment, most important. Any lawyer can make a county judge, but it takes a pretty good man to stand up against these past masters who are coming up. It is just so with the superintendents of the poor. They have a large power. They handle more money, I believe, than most any other officer in the county. The law defines how they shall handle and dispose of it, but the superintendent has a great latitude in that direction, and it is not, as Miss Pedder says, always properly filled.

To get down to the hospital subject: I saw somewhere that the name was obnoxious, and it is. They are doing away with that in some parts of Europe and they are poisoning old people after they get to be sixty years old. I am sure that if the State will do its duty and take these feeble-minded people out of the institutions, there will be nothing left there except the sick and then the whole institution might be termed a hospital, but the time is not come yet. Now we are branching out and getting hospitals. Some six or eight years ago Westchester county built a very commodious hospital near the almshouse. That has been conducted on well-defined principles. We put in a chief nurse and have been adding to the force until, to-day, we have five trained nurses. We found tuberculosis was so prevalent in our county, and the demand was so great for its treatment and care, that I went before the board and asked them to construct a tuberculosis hospital; and I want to say right here that whenever I ask anything down there within reason the board stands ready to give it, and the result is that they have erected a very fine tuberculosis hospital on well-defined plans approved by the State board, and we have to-day two wards, one upstairs and one down, and a large veranda around it closed in with glass, so that we can give one party heat and one party cold, and we take care of them. We thought at first that some of the young incipient cases would be brought to us, but we soon ascer-

tained that that was not a fact. I watched it very carefully, together with the doctor. By the way, we have two resident physicians and one visiting physician who comes there and is really in charge, but the young doctors act under him.

Connected with this hospital we have an isolated part for isolated cases, and the whole is nicely equipped. I went before the board and asked them for a thousand dollars to get instruments and they gave it to me. We can perform almost any operation. We have a corps of surgeons who come there and perform the operations.

We give these patients suffering from tuberculosis just what they want, under the direction of the doctor. I don't believe you can always cure tuberculosis.

I have taken more time than I intended, but if there is anyone who wishes to ask me any questions I am here at your mercy.

MR. NOYES, Gloversville.— I would like to ask if any of you have had any experience with the Raybrook Hospital. We have a couple of cases up there and I would like to ask your experience with it if you have had any. We have a case of a young lady who has just come home, improved, and I am of the opinion of Mr. Long that we do not cure tuberculosis very often.

MR. LONG.— I am not an authority on Raybrook, but my experience has been this: I have applied for a number of patients at Raybrook and the word came back always, "They are not of the incipient class." I am of the impression that a person is not usually accepted up there unless they are pretty sure of effecting a cure.

DR. BENNETT.— In Suffolk county we sent a case to Raybrook, a young lady, and I understand she came back practically well, and she had tuberculosis. A person coming from Raybrook, is is not a question whether they had a bad cold or not. It is absolutely certain that they have tuberculosis. There is no question whether tuberculosis is curable or not. A great many people have tuberculosis and don't know it, and get well. This is the desire at Raybrook; to take patients there and have them recover. They take the incipient cases. When we were there last year they had one hundred and twenty patients, and up to that time they had lost none. People go there and recover, but they go to other places and recover. There is not the shadow of a doubt as to whether a person has tuberculosis or not. This question has come up recently in our county, about establishing a sanitarium for tuberculosis

patients and some people object to it. They are all over the State in the almshouses. There is not a day in our almshouses when there is not a patient, sometimes one and sometimes more. If they are kept isolated, as they should be in every institution, it would prevent the spread of the infection. The disease is infectious and not contagious. We have a hospital now, but it is not quite up to the standard. There are two stories, I believe, one above and one below. I appreciate this paper very much. There is one point of criticism, and that is this: It is not necessary to have a trained nurse in those institutions; an ordinary, good, thorough woman is just as good. We have two women in our almshouse in Suffolk county, and we pay them \$30 a month each and they are thoroughgoing. They can do something else besides nurse the sick, and a trained nurse would be very much more expensive. A good, thoroughgoing woman fills the bill, I think, in the ordinary institution throughout the State.

MR. LONG, Erie.—I don't know whether I can give any light on this subject or not. In Erie I have been sending a patient once in two weeks to Raybrook. The plan is to send the patient to some physician in town who diagnoses the case. The result of the diagnosis is sent to the superintendent at Raybrook. He sends us notice in a day or two and then the patient is sent to one of three appointed physicians and then the patient is received or rejected.

Now, when you come to make the statement that a patient is not curable in the incipient stage, I am afraid you are mistaken. Many patients having lost twenty or twenty-five pounds I have sent there with a temperature as high as 102 degrees or 103 degrees at certain periods of the day. I have sent them to Raybrook and have seen them return to Buffalo at the end of six or seven months apparently in good health. If they have got the disease and nothing is done for them they are sure to die unless something is done for them similar to the treatment they receive at Raybrook or elsewhere. We send some cases to Colorado, some to Arizona and some as far as California.

MR. LONG, Westchester.—We sent some out there and they never came back. I do not want to be understood that I said they didn't take anybody there. I said I didn't believe our hospital would be a success in curing tuberculosis. I have come to the conclusion that with our hospital we could not. In other words,

we could not give them the cold treatment. In the cold weather we cannot make those people confine themselves to the cold air.

I doubt very much if a county hospital can be made so that it will cure all cases that come to it. I mean the cases that we are obliged to deal with, and I am fully persuaded that the best we can do is to give them the very best treatment we can and let them down easy. A man was sent to us as a case of tuberculosis. We put him into the tuberculosis hospital. He went down and died within a few days. Our doctors didn't believe he had tuberculosis. That case had been examined by a good physician and pronounced tuberculosis. The doctors examined him after he died and found his lungs all right and his kidneys gone. You can't make a mistake if you put it under the microscope; it is sure to come out. That reminds me of a story in the papers some time ago. A man died in the west, about seventy years old; died suddenly and they examined him. Then the story came out that he had consumption when he was young. Somebody advised him to drink rum and he did until he died suddenly. When they examined him his lungs were as sound as a dollar. I would like them to show me a case they cured.

MR. NOYES.—This is our experience in one of the cases that went to Raybrook; the trouble might have been with the man. He stayed there for a number of months and came away—not sent away by the hospital—of his own accord; went to Colorado and died. He passed the examination for an incipient case. He went up there and gained in health; but then he went the other way, got discouraged and came home. He went to Colorado and died right away. Our experience in the examination is that but a very few that are examined are accepted at Raybrook. We have had ten or twelve cases that they would not accept; but a gentleman over there says they never lost a case.

DR. BENNETT.—In the case the gentleman mentioned, where the man died of kidney trouble, it might have been tuberculosis of the kidneys. A man may die of tuberculosis and his lungs be perfectly sound. It is a fact that a post-mortem of many cases will show that at some time or another a man has had tuberculosis trouble. They find a scar on the lung, and the man through his environments has recovered. Of course, medicine, aside from whiskey, is the worst thing he can take. But, the death rate has been reduced 10 per cent. the last year owing to the hygienic treatment. Perhaps the doctor examining him did not know. A good

many go to Colorado and they die there, or they come home and die. In order to get the best results they must take the cases in the incipient stage.

MR. LODGE.—To return to the subject of "hospitals": I wish to congratulate Miss Pedder on this excellent paper and the people of Onondaga county on this hospital. In Monroe county we struggled along for years and years with 125 to 140 sick people in the upper story of the almshouse. I talked about a hospital for a good many years and I am very happy to report to-day that our supervisors have completed their hospital, and have been running it since February 1st. It is built on the plan of the wards running off from a central hall. I just want to tell my brother superintendents of the relief in the almshouse; when persons come down with some incurable sickness, it is a hard matter to take care of them, but with our new hospital we just move them right over there and have the greatest satisfaction that they are going among nurses, in nice, airy wards, and there is that great relief to the superintendent of the poor and the matron to be able to move our old people stricken with paralysis or advanced heart disease, to be able to move them over into the hospital. Then again we are able now to take care of those cases, the acute ones. We have ten detention rooms for men, and six for women. They passed a special law in the legislature last winter, giving the jail and police physician permission to remove a person without an order of the judge, and when a person is taken to the police station and is in a condition liable to die, they put him in the ambulance and take him up to our place; we have taken care of considerably over one hundred cases of acute alcoholism and we haven't lost one yet. We can do that through our new county hospital and I know that if you will get your supervisors to build you a hospital, and put into it the nurses it may need, it will be a great relief to the keeper and the superintendent and the matrons. They will not have half the work there may be in the county almshouse.

THE PRESIDENT.—We will now listen to a paper by Mr. F. L. Lattimore, Commissioner of Charities of Auburn, N. Y., on

#### "FRAUDS AND SHIRKERS."

Nothing provokes a superintendent or overseer so much as to be deceived by an applicant for relief, or, in other words "to get worked." He is constantly on the lookout for impostors and takes



a keen pleasure in exposing them and posting them on his records for all future time as "frauds."

I offer as exhibit "A," the person who places children in an orphan asylum, agreeing to every requirement of the institution, and usually making a payment in advance. But he fails to continue his payments. Sometimes he leaves town, knowing the child will be well cared for in the asylum, and finally it becomes necessary for the matron to have the child committed. Such offenders are criminals and should be run down and arrested. When their whereabouts are unknown a reward for their apprehension would probably locate them.

Another hard proposition to handle is the professional tramp. He usually travels in some such capacity as an umbrella-fixer, an alleged old veteran selling court-plaster, or as a cripple who begs near some large factory. He knows his rights and the reputation of the town on the tramp question. He expects lodging in the tramp-room during his stay in the city, and when ready to leave feigns sickness and demands a commitment to the hospital or transportation to the next place. In December, 1903, I corresponded with sixteen cities of this State regarding the feeding and lodging of tramps, and I doubt if there has been any great change since. At that time the cities of Schenectady, Binghamton and Oswego neither lodged nor fed; Syracuse and Elmira both lodged and fed, while Albany, Yonkers, Troy, Utica, Auburn, Kingston, Poughkeepsie, Jamestown, Newburgh, Cohoes and Amsterdam all provided lodging. Could any fair-minded tramp ask for better conditions or territory. It is time for a concerted movement throughout the State against such frauds, and the first step is for cities to abolish tramp rooms and quit entertaining these wayfarers.

The most contemptible of all frauds and the most difficult to punish are the "shirkers" who are not disposed to support their parents. It matters not if they be man or woman, married or single, rich or poor, they can all provide according to their means. Here are some of the miserable excuses they usually offer for not doing so: "I have a family of my own to take care of, and have bills to meet. Let her go to the other children. I have done more for her than any of them. We could not keep father around the house; he would not mind." While another spineless ingrate

whines, "I can't keep mother because she disagrees with my wife." And thus the old folks end their lives in some old tenement or poorhouse.

However, as I look through my application record, I find the frauds are rather few and far between, while most of the applicants are poor and deserving, and I beg to take this opportunity to digress from the subject assigned to me in behalf of the outdoor poor.

When I see the reports from the various State institutions for the defective, the noble work performed in the care of the orphan children, the vast amounts expended for education, public health, humane societies, and other worthy causes, I sometimes wonder if we are equally progressive in the care of the poor in their homes. Are they obliged to live in dark and unsanitary places? Has relief increased with the cost of living? Do we correctly estimate how much is necessary for the widow to bring up her family decently and respectably, and should we allow her as much per child as it would cost to keep them in an institution? Should we allow an old couple who have lived a lifetime together to be separated? Should we allow the self-respecting poor to be committed to the poorhouse to live out their days therein with the intemperate and immoral?

I know it has been advanced that a liberal administration of outdoor relief would create an increase of pauperism. But theories are only for scholars. In the city of Auburn we have a negotiable relief order, which, so far as I know, is the only one of the kind in the State. It is legal tender throughout the city for everything, except liquors and tobacco, and never depreciates like the order that is drawn on some particular store for a few designated articles. Of course, the system involves more caution and investigation, but a trial of almost three years has shown no abuses or additional expense, while it has benefited the poor; because they are the best judge of their own needs and where to buy to the best advantage.

Professor Osler has a chloroform theory which I believe to be just as humane as the poorhouse theory. I am ashamed of both and believe we should work for something better. Dr. Holt holds that a man decreases on a  $3\frac{1}{2}$  per cent. basis from the age of 25, and according to the United States census the income of the average American is \$1.78 per day. Support a family out of that nowadays under present social conditions, and how much

can be banked for sickness or disability. The race is to the strong, and the weak drop out. But they do not always die; neglected and forgotten they live on, somehow, somewhere, with that mysterious endurance described by the poet:—

“How much the heart may bear and yet not break;  
How much the flesh may suffer, and not die;  
I question much if any pain or ache  
Of soul or body brings our end more nigh;  
Death chooses his own time; till that is sworn,  
All evils may be borne.”

But there should be relief this side of death for the aged poor. Many worthy people, who now prefer death to the poor-house, would accept proper institutional care if it were provided for them. They became defectives when they lost their wage-earning capacity; and I hold that the State should provide for them as liberally as it does for its other defectives. I also hold that there should be an understood schedule of amounts to be allowed on relief orders, and that this convention is the proper body to adopt a standard for the Empire State.

I submit that every cause must advance or fall behind. There is no such thing as standing still. The busy managers of charitable institutions and societies can be depended upon to go ahead. If we, superintendents and overseers of the poor, expect to march with them we must grapple our problems and get in step.

THE PRESIDENT.—The discussion will be opened by Mr. D. C. Smith, Oneida.

MR. SMITH.—Mr. Chairman, Ladies and Gentlemen: I have not much to say in regard to the subject as far as my office is concerned, and perhaps that much had better not be said at this time in regard to some portions of what I have listened to and, therefore, I would beg to be excused.

MR. LONG, Westchester.—I would like to ask Mr. Lattimore what he would do on a cold, stormy night when a person comes up and wants a night's lodging?

MR. LATTIMORE.—I would make some arrangements for the night until I had time to investigate.

MR. LONG.—When there are more than thirty?

MR. LATTIMORE.—I believe the rule would apply to thirty.

MR. LODGE.—It is because you keep thirty one night that they all come the next night. Tell your men to go down to the Rescue Mission and you won't have anybody come to your poorhouse.

I haven't had five men come to the poorhouse in a year and ask for a lodging.

MR. LONG.—Isn't it a fact that your police station takes the place of your almshouse?

MR. LODGE.—No, sir.

MR. LONG.—Are a large number housed in your police station every night?

MR. LODGE.—No, sir.

MR. LONG.—That's our case.

MR. LODGE.—It's because you keep them.

MR. LONG.—What are you going to do with them?

MR. LODGE.—I got out a great big notice and it said at the top, "Tramps, take notice! All people tramping around the county begging or having no visible means of employment will be arrested and sent to the penitentiary," and we plastered the county with them. We were keeping tramps, costing the county \$2,000 a year, and that went right down to \$40 a year. The only ones we take care of are the persons who are sick. If a man—a genuine tramp—comes in, he is arrested.

MR. LONG.—Did you ever have one of those tramps who applied admit he was a tramp? Are you going to turn him out in the cold? Suppose your almshouse is out in the country?

MR. LODGE.—I know a county right near me. The superintendent was keeping 133 tramps on the average, every month. My man went down and asked him how he managed it. He went down to the county and found out the scheme. They were doing the same thing there. These tramps were going back and forth from one town to another.

MR. LONG.—I entirely agree with the gentleman. That has been one of the knotty questions I have had to deal with. I know they do stop here to-night and there to-morrow night, and they have their circle, and I have been speaking seriously of doing just what he says, putting out a sign for these people who come to me. Are you going to turn them away?

MR. LODGE.—Let me say to you that if you feel that way, under those circumstances you are obliged to keep them; it is your duty under the Tramp Act to commit them to the penitentiary.

MR. SMITH, Oneida county.—When I became superintendent of the poor of Oneida county we entertained from eight to sixteen tramps every night for the first ninety days; since that time

have never entertained one tramp. The first night there were seven and I answered the doorbell myself, and I simply told them we didn't propose to entertain any more of that class of people. The class were young men, and simply told them we would not entertain them any more, and I don't believe there has been any tramp at our door in a year. I think they knew I meant just what I said—"Move on."

MR. NOYES.—When I took the office of commissioner of charities they were in the habit of having ten, fifteen and twenty tramps a month; they came up from the Central railroad, got their lodging and breakfast, and went away. The first month the hotel where we sent them came with an order; the next month there were two more, and I said: "That ends it." I went to the chief of police and said, "If a tramp appears here give him a warm place and tell him in the morning to point his shoes out of town." We haven't had a tramp since that time. We give them a place to sleep, but not a thing to eat; that is our experience exactly.

MR. LATTIMORE.—We do not wish to lose sight of the fact that tramps are able to support themselves, but they like to spend their money for drink and they are not going to spend any of their money for lodging when they know the city provides a tramp-room. If there is a tramp room they will apply, and if there is none they will not.

MR. LODGE.—That is just the point. You might put a place in every corner and you would have every corner full.

THE PRESIDENT.—Are there any other discussions on this paper? If not, the conference will close to reconvene to-morrow morning at 9:30 o'clock sharp.

MR. LODGE.—Your program was gotten up with the idea that we were to have one paper to-morrow morning. To-morrow we have the subject of "The Children." We cut out the Tuesday night session. We are going to have plenty of time, and so, with your permission I would suggest that the time of the meeting be made 10 o'clock.

THE PRESIDENT.—Very acceptable; don't forget the hour of banquet at 7 this evening. This meeting stands adjourned to-morrow morning at 10 o'clock.

## THURSDAY MORNING SESSION.

The Thursday morning session was called to order promptly at 10 o'clock, with President Kirkpatrick in the chair.

THE PRESIDENT.— I wish to announce the committee on topics.

C. V. LODGE, Monroe.

MISS MARY VIDA CLARK, New York City.

C. C. LATHROP, Albany.

JOHN J. KIRKPATRICK, Suffolk.

D. C. GRUNDER, Allegany.

THE PRESIDENT.— We will now listen to a paper by Miss Mary Vida Clark, assistant secretary, State Charities Aid Association, New York, on the subject of

“WHAT SUPERVISORS AND SUPERINTENDENTS OF THE POOR  
SHOULD DO FOR DEPENDENT CHILDREN.”

I shall have to begin with an apology to the stenographer, for, I am ashamed to say, I have not written any paper. In the first place, it is a lot of work; and, in the second place, I have discovered by a painful experience that a poor speech will go farther than a poor paper. What I have to say to the convention is in the form of an informal talk. I notice that people always pay more attention to what you say to them than they do to what you read to them.

During the last ten years there have been a great many very important duties laid on the superintendents and overseers of the poor, in connection with the care of dependent children, and without the moral and financial support of the supervisors these duties cannot be adequately performed by the superintendents and the overseers of the poor. I refer particularly to the very enlarged complications which have been put upon the superintendents and the overseers by the rules of the State Board of Charities, which have been extended to the institutions with the investigation of the circumstances of the dependent children.

You all know, of course, that now, before a child can be accepted as a public charge and paid for from the public treasury, a careful investigation must be made into the circumstances of that child, and that child must be accepted as a proper public charge

by the overseer of the poor if it is a town charge, or by the superintendent of the poor if a county charge, and by the Superintendent of State and Alien Poor, if a State charge.

You also all know that that commitment lapses in a year and must be renewed at the end of the year, within thirty days after, and that renewal must be also upon a careful investigation into the child's circumstances and the child's family. To make this investigation is a very great deal of work. Of course, the law provides that that should be made annually, but I think it is pretty clearly the intention of the law and certainly of the promoters of the law that the investigation should not be merely an annual investigation, but it should be a keeping track of every individual child by the public authorities all the time and taking advantage of any change that may occur in the circumstances of that child, or of that child's parents. Of course, you all know from experience that the circumstances of a child may entirely change in a very short time. You may commit a child because its father is out of work, and in a month the father may have gotten work and the family will be on a self-supporting basis, and that child would be no longer a public charge.

I conclude that the only way to carry out the spirit of the law is to maintain a permanent supervision of every dependent child. This is undoubtedly a great deal of work. It is work that varies in proportion to the size of the county and the number of children. The superintendents and overseers of the poor in this State seem to have taken this in several different ways. In the first place a great many try to do this work by themselves, this investigating and supervision and the necessary work that comes from it. I think Mr. Townsend gave yesterday the best example I have ever heard of what superintendents can do. I understood he had reduced the number of poor children from forty-five down to seven in one year. It looks as if Yates county had been supporting more children than belonged to it. It is a small county and it is a rather remarkable showing, that a superintendent should have been able to make in one year this record. He must have been working overtime. Of course, in a small county I presume it is possible for the superintendent to do that work if he works hard. It is not possible in the larger counties, and the superintendent has to run the business running the almshouse without paid assistants. All this requires a great deal of work on the part of any public officer, and it is work that he can no more be expected to do alone than

he can be expected to run the almshouse without help. This work for dependent children is work for which he needs one or more assistants according to the number he has to deal with. In some counties superintendents of the poor either try to do this work themselves or leave it for the most part undone. Several have attended to this work by employing county agents to do this work for the county. These officers are appointed by the boards of supervisors and are maintained by them just as any other public official of the county would be. This is a method which prevails in Erie and Westchester counties, and it is not necessary for me to speak of that because there are several here to speak for themselves.

The best method is for the county authorities to co-operate with some private charity to do the work for them. This method is employed in Monroe county and in Columbia and Rockland counties, where the State Charities Aid Association is employed for that work. Of course, in a county like Monroe, a local assistant is employed, which method probably would not work in other counties, so that the plan might not be possible in all other counties. The method that seems to me to be fairly well-adapted to the needs of a great majority of the counties is one which I would like to present to you and one in which your interest might be enlisted.

To give a clear idea of how that works, I will take up a case in one county where this co-operation has been undertaken between the public officers and the State Charities Aid Association for an object lesson. The most recently organized of what we call county agencies for dependent children is the Rockland county agency. This is one of the small counties in the State; its population is about 45,000. We learned from the statistics we have made up there that Rockland county was supporting a good many more children than seemed to be required by its population. In a general way we found from our experience in different parts of the State that in a county of that character the proper proportion of dependent children is about one to one thousand, and when you get a larger proportion than that unless there are some unusual circumstances, it is likely to be because the situation is not properly attended to.

Mr. Folks and I went up before the board of supervisors in that county and made a very moderate offer. If they would make an appropriation toward the salary and expenses of an agent — we



Our Columbia county agency is organized on the same plan and has been going for five years. The board there contributed \$500 (the county is not so large). When we started out five years ago in Columbia county they had about one hundred children all the time. I think there were ninety-eight when we began. We have kept the number to forty or fifty and it is very seldom we have gone above fifty. The county of Columbia was paying about \$10,000, and now, I believe, it ranges between \$4,000 and \$5,000. We have made then a clear saving of about \$5,000 a year, and it has cost them \$500 a year. The financial side of the question appealed to the supervisors and we have been able to prove that it is a good thing in a financial way. Of course, our interest in the thing is pretty much on the humanitarian side. We should not care to take the time and expense if we did not feel that what was being done was for the general welfare of the children and the county.

Now, the advantages of a system of this sort — a system of co-operation between public officials and private societies — seem to me to be several.

In the first place, we have made a permanency in the tenure of office of the agent, which is not so likely to be the case if the agent is an appointee of the supervisors or of any public body that may happen to be in power. In this kind of work you aid in the permanency of the tenure of office. You want to have the same people doing the work year after year, and I think the change in the personnel of the agent would be a rather serious thing. The agent should be appointed for her fitness for the position, and not for any political or personal reasons. Get the best person for the work and in that way you are secured against all possibility of not getting the most proper person for the work. There is so much saved to this county by co-operation with a private society which gives its services to this work.

These local agencies often can place out in the immediate locality the children that need to have homes found for them, and it is difficult for them to find homes at the distance required. Our association in New York having a central placing-out agency can, when desirable, take a child and put it up at the other end of the State, and in that way do rather better work. We figure it costs us \$25 a child to place them in free homes. Now, in Columbia county, I think in the five years we have been working there we have placed out something like forty children in free homes. If

forty children cost us \$25 each, that is a contribution of \$1,000 on our part. Then, of course, an association like ours puts at the service of the locality the experience of its employees in the central office and they give a great deal of time to the work. So in all these ways I think our association is pretty well adapted to do the work for the average county. Of course, it says the local authorities a tremendous amount of trouble and it will, of course, ultimately control them because nothing of importance can be done without the superintendent or the supervisors. We are very glad to establish agencies in counties where some such work is desired, and I want to bring it to your attention to-day because some of the superintendents might wish to co-operate with us. Mr. Folks or I will be very glad to come and talk at any time with your board of supervisors and enlarge upon the plans which we have established. In the last few years I think I have spoken to four different boards and two have accepted and two have not. One of those who didn't was in this county of Chautauqua. I came out here a year and a half ago and told the Chautauqua supervisors that it seemed to me from their reports they were supporting about two times as many children as they should. They gave me a very courteous hearing, and the committee was very much interested, and looked into the thing very carefully and showed a great deal of interest. They finally decided not to establish one on the ground that they had a very nice lot of institutions in the county. I think that reason is not a proper reason for a board to undertake work of this sort. These institutions are boarding-houses in which the county board their charges. It is not the business of the institution to do this work of placing-out, although they do this as well as they can; their chief business is taking care of the children that the county chooses to place with them to board, and certain institutions are made for the children and not the children for the institutions. We have had no trouble with the institutions, and are on harmonious terms with them. This is not a thing to be feared. Of course, the chief duty of these officers is the welfare of those children who are the wards of the county; and if you feel convinced that their welfare consists in carrying out the law, it is certainly the duty of public officers to see that that course is followed rather than that the institutions are kept filled by children whose parents are relieved, and the children thus not given advantages which ought to come to that life — a normal life in the community.

I commend to you, gentlemen, this plan, and extend it to any counties seriously contemplating this plan. I am sure we will be perfectly willing to help you at any time.

VICE-PRESIDENT WISNER.—Mr. George of the George Junior Republic, who was to have opened the discussion on this talk by Miss Clark, is not here. If there is no one who is willing to open the discussion I will call for reports of the society agents.

MISS AMELIA M. GOLER, agent, Children's Aid Society, Rochester, read the following paper instead of giving a report:

**"A PLEA FOR THE SYSTEMATIC PHYSICAL EXAMINATION OF CHILDREN BEFORE THEY ARE PLACED IN HOMES."**

Every worker in the Children's Aid Societies is confronted with the problem of the physically incapacitated child. Children are brought to us who, even to the ordinary observer, are apparently far below the normal. Such children have to be provided for in homes, and for such children it is very necessary that everything should be done to bring the child's physical and mental condition as near the normal line as possible. In order that you may understand the cases to which I refer, let me cite two or three examples: A child whose sense apparatus is normal so far as examination is concerned, and yet who is apparently not bright is brought to us. It is poorly nourished, has a muddy skin, its eyes lack lustre, its lips are thick, its growth is stunted, its hair is coarse and dry; it is backward in its physical movements, unable to walk or feed itself. The child suffered from bad nutrition, from bad physical and mental surroundings and was in every way a backward child. Examination by a physician showed no apparent physical or mental disease that could be so classed. The child was taken from an indifferent home, placed in an institution, given baths and nutritious food. In the course of three or four months it was able to walk and feed itself, and manifested a heretofore unknown interest in the life about it. A child of twelve, poorly developed and badly nourished, marked with St. Vitus' dance, was taken from a poor home, placed in a hospital and under treatment became so nearly well that it could be placed in a comfortable home, where even still further improvement took place. Still another case in a girl of fourteen with all the earmarks of backward development, with St. Vitus' dance, with inability to walk well, with bad physical habits, was examined by a physician, placed in an institution and after a few months was so improved that this

child, too, could be placed in a home where still further improvement took place in her physical as well as in her mental condition.

The cases referred to in the foregoing are, of course, marked types of cases that are familiar to every worker in Children's Aid Society work, but there is still another class of cases representing quite a different type which deserves quite as much watchfulness as the cases I have cited. I refer to these cases that come to the society, who are apparently normal, who, to the ordinary observer, have nothing which would excite more comment than that the child is an unlovely child, and would not be received into that close family association that we desire for all our children, because of the earmarks which poverty and a social system under which we live have set upon these children. Every child born into the world has, aside from its ordinary physical endowment, its five senses. These five senses are not of the same keenness in all children. All except blind children have eyes with which they see. Do they see? All except deaf children have ears with which they hear. Do they hear? They have the sense of smell and taste and touch. How much do all these five senses differ in all the children that come under our observation? These senses might be compared to five great gates. They are the gates through which the external world enters the life of a child. In the early development of the child before will and intellect are developed, it is these sense-gates that we strive to open to the impressions of the external world. Now it is for the development of these senses that we are to build up a good all-round physical development in the child. Upon what does this physical development depend? It depends upon air and food and water, upon cleanliness and upon education. It is impossible in this brief paper of five or ten minutes to go extensively into this subject. I only ask your attention to the development of the growing child to the necessity for a better understanding of the child's sense apparatus, to a knowledge obtained through physical examination conducted by a physician, through the means of sensitive instruments, to an understanding of just what the individual child's sense-apparatus really amounts to; that is, to the measurement of its sense-apparatus, and to the recording of such examination, so that it may be determined, when the child is received for placing in a home, just where the child is mentally backward. But, for our purpose, and at present more important than this, is an attention to that part of the child's physical apparatus that has to do with its nutrition. Children, like Napoleon's

armies, march on their stomachs. They depend for daily wear and tear upon the food they get, and upon the food they get they also depend for that large physical development that takes place in the child. Given the necessary food, well-prepared, must we not pay great attention to those parts of the body that are to take care of this food? Shall we not before a child is placed in a home at least see that its teeth and its nose and throat are in the best possible condition, so that no obstructions are offered to the passage of air into the lungs; that those glands, tonsils, adenoids and tissues that may not only obstruct the passage of air, but stand as tissues of bad character to absorb the cause of scarlet fever, diphtheria, tonsillitis and other diseases to which the child may be exposed? Shall we not see that these obstructions are removed? The tonsils and adenoids frequently found in most children in the back part of the nose, not only obstruct the passage of air, make the children bad breathers, and thus stunt the growth because they interfere with the proper aeration of the child's body; not only are they fertile causes of contagious diseases of childhood just mentioned, but because of the obstruction of the normal passage of air through the nose, they make of the child a mouth-breather, interfere with the development of its face and as they interfere with the development of its face cause irregularities in the development of the teeth. The mouth-breathing child can usually be told because of its short upper lip, its thick lips, its receding chin, its irregular and decayed teeth. The decay of the teeth and the obstruction of the passage of air into the lungs are thus caused by the same general condition. Tonsils and adenoids thus make bad breathers and bad chewers. A bad breather and a bad chewer is physically incapacitated. Glands in the neck swell, the child has attacks of tonsillitis or catarrhal conditions of the throat and nose, it suffers from digestive disturbances because it cannot chew well. This represents the type of child for which I plead. Such children should be referred to the physician for examination and for removal of adenoids and tonsils, to the dentist for the care and filling of the teeth, and more specific instruction in the after-care of the oculist

† might. When we early attend to the throats, noses  
 ‡ren whom we place in homes we will not  
 specimens of boyhood and girlhood, but we  
 ne more lovely and more lovable

THE PRESIDENT.—We would like to hear from Westchester county.

MISS LONG.—We are working under the same system as Miss Clark, and she stated the same cases we have every time.

THE PRESIDENT.—We would like to hear from Miss Agnes Kennedy.

MISS KENNEDY.—I don't think we can say anything more, as Miss Clark has completely outlined our work.

THE PRESIDENT.—Miss Clark, I will kindly ask you not to take upon yourself all the burdens of these different agents. I would like to hear from Mrs. House of Erie county.

MRS. HOUSE.—I am not like the preacher who always carried his speech with him. I didn't expect to be called upon to make a report, so I have no report to make. It would be very interesting and helpful to have the details of the work discussed more fully. Miss Clark has given in detail the work in our county. We look to the supervisors for our pay. We find they are very agreeable in all those matters. We have very many interesting experiences. As far as I am concerned, I rather like to have a child in an institution for a while before it is placed out. As I understand it, the Rochester agents get their children right from the home a great many times. I would like to know how they manage to do that. Perhaps Miss Goler will tell us. We have some children who come right from their homes, but we have no place to keep them. The Society for the Prevention of Cruelty to Children can keep them for a few days. I sometimes keep them at my home, but I don't like to do it. If Miss Goler will tell us we might be helped.

MISS GOLER.—We take the children, dirt and all, right into the homes.

MRS. HOUSE.—Your children get pretty dirty!

MISS GOLER.—Yes.

MRS. HOUSE.—I received a child from the settlement — Welcome Hall — and was asked to have the boy placed in a home. There was a home ready for the boy and he was brought to me, and I looked at him and my countenance fell. Mr. Adams said, "I have given him a bath." The boy had slept on a shack and his father had rheumatism. My washerwoman tried to wash his clothes, and it was really mortifying the amount of dirt that came out of those clothes. The dirt came out and the water was black. We have a few instances like that. There were several other

things I thought of in Miss Clark's paper I would like to have heard discussed.

MR. LONG, Westchester.— Mr. President, I don't want to talk, but it seems to me something should be said on this matter. I am surprised to see so few superintendents, and those who have this matter under their immediate charge, present here at this time. I looked forward to the paper; but did not expect such an able address as was made by Miss Clark, and the splendid paper by Miss Goler. They are filled with things of importance to the superintendents, who have charge of and handle these matters. There are two or three things that Miss Clark brought out that I would like to ask her about, and one of them was — or rather, I want to add emphasis to what she stated — that the most important part of this work was to look after and to see that the children placed in homes were properly cared for. Miss Clark brought it out that the duty of these agents is not only to place the children in homes, but to see, after they are placed there, that they are properly cared for. The real object of our work is to see that these children are properly cared for, so that they may become men and women to be respected.

I will answer for Miss Jessie Long and Miss Kennedy; that they go into the highways and byways and see if the children are being properly cared for. I would like to emphasize the fact that every county in the State ought to either have somebody come in and do the work for them, or do as other counties have done, appoint agents of their own, and see that this work is done, and it will relieve the taxpayers. One of the main things that I impress upon the mind of the commissioner of charities is this; if you send a child to an institution let me know, so that I may investigate and see why that parent does not take care of the child: and to-day, before any of our commissioners of charities commit a child to an institution they notify me, and I go there and see why those people do not keep the child out of the institution. It is hard to get them out after they once get in.

Now, just in relation to this supervising of the State, they can't always do just what, perhaps, they think they ought to do. We must conform ourselves to circumstances — place a child where it longs.

I was very much impressed yesterday with this public question. When these little waifs come into the world, unless great care is used they soon go out of it. I am fully convinced that the best

place for a little child is where it can have an adopted mother, rather than in an institution where they don't care if it dies. I am trying to get these little waifs to-day where they can have the sympathy of a mother. About a year ago we had a little puny baby and I thought it was going to die, and I asked a woman if she would take it. She said she would. I put that child out. I expected it would die; that woman took that child there and she hugged it and pressed it to her bosom and in a few weeks that child began to pick up, and to-day its face is bright and smiling. If the State authorities knew where that child is they would go and take it away. As soon as it gets large enough I am going to take it away and put it where it belongs. I am strongly impressed that if we should attempt to get all of our little babies out of the almshouse into some families we would be doing an excellent thing.

MR. HITCHCOCK.—I would like to ask Mr. Long where he is going to place that child.

MR. LONG.—I will find a home for it.

MR. TROTT, New York.—As a number of different superintendents of the counties place their children in the care of the Children's Aid Society of New York, in justice to them I think I ought to say that extreme care is taken in regard to the visiting of the children placed in homes. This has been the plan of the society ever since its organization fifty years ago, and it has just occurred to me that Dr. Hoyt came to the society twenty-five years ago and asked me to take charge of twenty-eight children, I think it was, from Saratoga county. At that time there was no State Board of Charities to regulate matters. I was getting ready to start to the west with a company of children. I have been doing this work for forty years, and I suppose I have placed more children in homes than any other man in the country. A person in New York came and said he would like to pay the expense of the transfer of a company of children to the west. I went to Dr. Hoyt and told him there was an opportunity of a payment of the transfer. I took the children. One of them was a very small girl at the time. She was placed in a family, grew up and became society editor of a paper. Sometime ago when Mr. Hebbard became secretary of the board he came to us and asked us to take charge of the children from the different counties, which we have done to a very great extent.



Now, then, I do the special visiting in the State of New York, of the children that are taken from the counties. I have about three hundred children from the different institutions in the State, and, therefore, I know in regard to those children I have just finished a seven weeks' visit over the southern tier of counties in this State. In the fall I take up the visiting in the northern part. We have special agents in different parts of the State to attend to the special cases, and make such changes as are necessary. I have visited 123 children in the last three months, and made a change in the case of five children where they had been for some time in a family; in one case a death had occurred, and in that case the man was very much attached to the boy. I thought it was best for me to take him, which I did, and placed him in a very excellent home, fifty miles from there. There is a great advantage in taking the children away from the locality and the removal of them 100 or 300 miles away. For instance, not a 100 miles from here there is a young lady now in her seventeenth year; her mother was a very bad woman, in some way she found out the address of this young lady and the mother lives on Staten Island, and was recently married to a boy nineteen years of age. She has written to that daughter and said she had a home and she would like to have her come and be at home with her. Under the circumstances I objected to her going. Then the girl said to me, "If I can't go back home to mother, will you get me another place?" I said, "Yes." I went to a special agent at Hornell and I found he had a number of good homes for girls. I reported the case to him and told him I was very anxious this girl should be cared for. He said, "I have a most excellent home ready for her." I then wrote a letter to the girl, saying our agent would call and get her. I received a letter a few days ago saying that the family was so much attached to the girl that they didn't want her to go. As a result she stayed. Until she is eighteen years old we shall look after her and prevent her going to her mother.

Now in regard to waifs: I took a little girl between two and three years old to a lawyer worth upwards of \$75,000. His wife had seen me on the car with a company of children going west, having no children of her own, she said she would like to have a little child. I told her I would be on the cars on my way west, and if she would come down to Elmira or Binghamton and look over the children, if there were one she wanted she could

take it. She found a little Italian child between two and three years of age. That child has been in that family eleven or twelve years. When I call in, I go as a visitor of the family, but not to make myself known to the child. When I called there three or four weeks ago, the lady said she could not report one complaint against that child. She has a musical voice and is very attentive to church and Sunday school, and a brother of the lady, who has lots of money, said if she would take that child to Germany and give her an education there he would pay the expense of a governess to take care of the child.

Another little fellow about two years old was taken by a gentleman. I met him about two or three weeks ago and introduced myself to him. He said, "I want you to come and see that little boy; the little fellow is just as happy as can be." The man has been very much interested in the oil business, and has about fifty wells of his own, and he said, "I haven't anything to live for but this boy, and if he turns out right he will be one of the best educated men in the State. I want a boy I can educate." He is one of the directors of a bank.

In this way children are a great deal better off by being removed away from home. In New York to-day there is one of the most prominent lawyers, living in the "Four Hundred" district. I made the acquaintance of that boy on the Five Points. Whenever I go to that man's office I address that boy as Mr. So-and-So, but the father of that boy was one of the most hardened cases I ever saw.

MR. IVES.—Mr. President, I would like to read the following report from the committee on organization:

Your committee would respectfully report that we have selected for officers of the convention of the county superintendents of the poor for the coming year the following:

Ralph S. Wisner, Ontario, President; E. B. Nichols, Jefferson, First Vice-President; W. H. Townsend, Yates, Second Vice-President; J. W. Ives, Wyoming, Secretary and Treasurer.

(Signed) J. P. CARMON, *Chairman*.  
D. C. SMITH, *Secretary*.  
P. REDMOND,  
W. H. TOWNSEND,  
W. W. COLLINS.

MR. LODGE.—I move the secretary cast one ballot for the election of the ticket as read. Motion seconded and carried.

The secretary cast the ballot and the above-named gentlemen were declared duly elected as officers of the convention for the ensuing year.

The treasurer's report was then presented, and accepted, as follows:

### REPORT OF THE TREASURER.

CHAUTAUQUA, June 20, 1906.

#### *Receipts.*

Balance as per last report.....	\$11 35
Contributions received .....	336 00
	<hr/>
	\$347 35
	<hr/>

#### *Disbursements.*

1905.

June	23.	Telegram from convention to Father Kinhead.....	\$0 98	
	30.	Paid C. V. Lodge printing bill .....	17 13	
Aug.	7.	Paid F. C. Eastman, stenographer .....	35 00	
Sept.	1.	Paid Spendelow Printing Company .....	200 90	
		Salary secretary and treasurer .....	75 00	
		Stamps and stationery....	2 60	
		Express charges on books..	1 25	
		Expenses three trips to Buffalo .....	6 00	
			<hr/>	\$338 86
		Balance in the treasury.....		8 49
				<hr/>
				\$347 35
				<hr/>

Respectfully submitted,

J. W. IVES,

*Treasurer.*

**MR. LOVER.**—Inasmuch as the change in the program has given us more time than we expected, and we have used up the matter

on our program, I move you that, when we adjourn, we adjourn until ten o'clock to-morrow morning.

There is an illustrated lecture at the Auditorium which you are all welcome to attend. I also wish to say that the boat will start from here to-morrow morning about 10:30 o'clock, so that we can adopt any resolutions or transact any business and be ready by that time. I think it would be a good plan to get your certificates changed at the close of this session, because if you wait until to-morrow you will be apt to be rushed and miss the boat, and it will also be hard to get them.

The motion of Mr. Lodge was then seconded and carried.

**THE PRESIDENT.**— I would like to say before we adjourn that we would like to hear from our new President.

**MR. WISNER.**— Mr. Chairman, Ladies and Gentlemen. This is an honor I appreciate and thank you for it. I hope if I make any mistakes between now and the time of the next convention you will forgive me for it.

**MR. BAKER.**— If you will give me a few minutes I will correct the report of the committee on resolutions, which I have roughly drawn.

Mr. Baker then read the following report, which was unanimously adopted:

*Resolved*, That the thanks of this convention be extended to its President, Mr. J. J. Kirkpatrick, and all the other officers for the able and faithful manner in which they have discharged their respective duties; to Mr. C. E. Dodge, superintendent of the Chautauqua county institution for his untiring efforts in behalf of the convention, the invitation for the sail around the lake and a visit to his institution; to the Chautauqua association for the courtesies extended and to the entertainment committee for their services rendered, all of which are duly appreciated; to the *Jamestown Evening Journal* and the press of the county for the extended publication of reports and proceedings and the kindly mention of its objects and purposes; to the Hon. Vernon E. Peckham for his cordial address of welcome and for other attentions; to the Rev. E. W. Morton, and the citizens of Chautauqua county; to the ladies, the housekeepers, the "Queens of the State of New York," who are engaged in assisting unfortunate humanity and graced our convention with their presence.

The convention then adjourned until Friday morning at 10 o'clock.

FRIDAY MORNING SESSION.

The convention was called to order promptly at the appointed hour.

MR. DODGE, of the committee on time and place, reported that the time of the convention of 1907 would be the last Tuesday in June, and the place at which it would be held would be decided later.

MR. LODGE.—I have received a delayed letter of regret from Dr. Hill, which I would like to read. It was as follows:

ALBANY, N. Y., June 26, 1906.

Hon. C. V. LODGE, *Hotel Athenæum, Chautauqua, N. Y.*:

Dear Mr. Lodge.—I regret very much that the pressure of official business in Albany prevents my attendance at the annual convention of the county superintendents of the poor.

The State Board of Charities appointed me a delegate and I fully expected to be present and open the discussion of Mrs. Porter's paper. It so happens, however, that I am finding myself pressed with some extra work which must be attended to.

Will you kindly express my regret to the convention and assure the members of the interest of the State Board of Charities in its purpose to facilitate as far as possible the work of the county superintendents of the poor and others charged with the care and relief of the dependents of the State?

Respectfully,

ROBERT W. HILL,

*Acting Secretary.*

MR. E. B. LONG.—Mr. President, I move that a vote of thanks be extended to the committee on time and place for the able manner in which they have performed their duties.

Motion carried.

The convention then adjourned to take the trip across and around the lake and to the Chautauqua county almshouse.

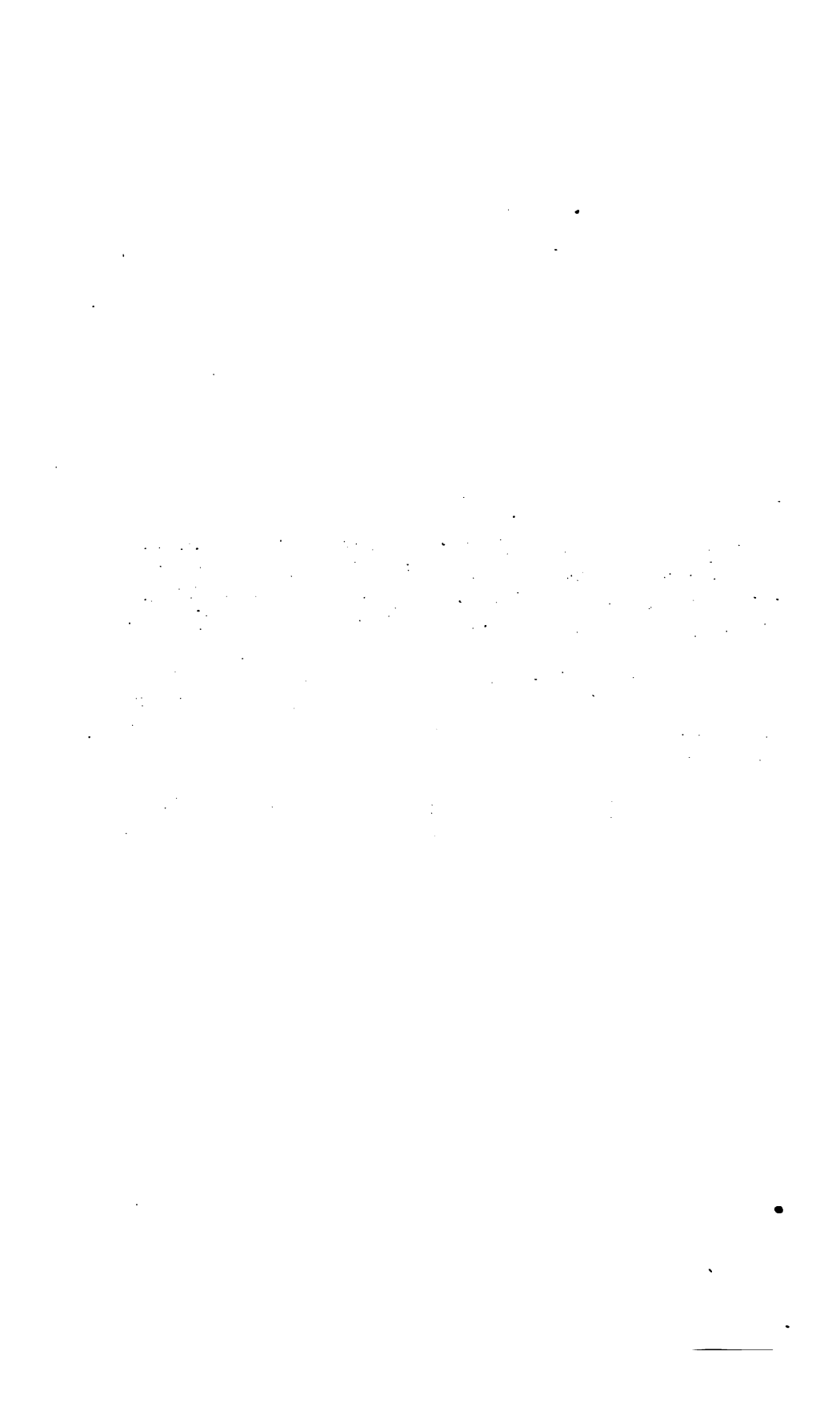
A most enjoyable day was spent on the beautiful lake, and at the county house, where the delegates, after inspecting this model institution, were invited to partake of a bountiful lunch.

A hearty vote of thanks was given to Superintendent Dodge and wife, and Judge Peckham, who have been unremitting in their efforts to make this convention a success in every particular, most enjoyable and profitable meeting.

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**SEVENTH NEW YORK STATE CONFERENCE OF  
CHARITIES AND CORRECTION.**

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## PREFACE.

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The Seventh New York State Conference of Charities and Correction was held in Eureka Hall, Rochester, New York, November 13 to 15, 1906, under the presidency of Hon. William Mabon, M. D., Ward's Island, New York.

The Conference brought together over six hundred persons interested in charitable and correctional work, to listen to the valuable and instructive addresses and to take part in the discussions.

The Eighth Conference will be held in Albany, November 12, 13 and 14, with Hon. Daniel B. Murphy, of Rochester, as President.  
NEW YORK CITY, *February*, 1907.





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## ORGANIZATION OF THE CONFERENCE.

### OFFICERS OF THE CONFERENCE.

#### PRESIDENT,

HON. WILLIAM MABON, M. D., Ward's Island, New York.

#### VICE-PRESIDENTS,

RT. REV. THOMAS F. HICKEY, Rochester. ADOLPH LEWISOHN, New York. ANSLEY WILCOX, Buffalo.

#### SECRETARY,

WALTER E. KRUESI, 105 E. 22nd Street, New York City.

#### ASSISTANT SECRETARIES,

ARTHUR W. TOWNE, 357 S. Warren Street, Syracuse.  
MRS. CHARLES H. ISRAELS, 179 W. 97th Street, New York City.  
T. E. MCGARR, The Capitol, Albany.

#### TREASURER,

FRANK TUCKER, 105 E. 22nd Street, New York.

### COMMITTEES OF THE CONFERENCE.

#### EXECUTIVE COMMITTEE.

HON. WILLIAM MABON, M. D., President of the Conference, *Chairman*,  
*ex officio*.

Hon. William P. Letchworth, Portage.	Nathan Bijur, New York City.
Hon. Robert W. de Forest, New York City.	Rev. Max Landsberg, Rochester.
Hon. William R. Stewart, New York City.	Mrs. John Davenport, Bath.
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Hon. Robert W. Hebbard, New York City.	Mrs. Tunis G. Bergen, Brooklyn.
	Arthur W. Hurd, M. D., Buffalo.

#### COMMITTEE ON THE CARE OF THE POOR IN THEIR HOMES.

*Chairman*, William H. Allen, 105 East 22nd Street, New York City.

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Mrs. K. Solomon, New York City.	

## 604 ORGANIZATION AND OFFICERS OF THE CONFERENCE.

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*Chairman*, Frank Tucker, 105 East 22d Street, New York City.

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Thomas M. Mulry, New York City.	City.
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### COMMITTEE ON THE CARE AND TREATMENT OF THE SICK.

*Chairman*, Arthur J. O'Leary, M. D., 1262 Boston Road, New York City.

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irs. Milo M. Acker, Hornell.	Minar S. Gregory, M. D., New York
Idolph Meyer, M. D., New York	City.

## ORGANIZATION AND OFFICERS OF THE CONFERENCE. 605

### COMMITTEE ON THE TREATMENT OF THE CRIMINAL

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Hortense V. Bruce, M. D., Hudson.	Nathaniel J. Walker, Troy.
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Miss Anna B. Evans, New York City.	John J. Barry, New York City.
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Hon. Dennis McCarthy, Syracuse.	Alden C. Tompkins, Yonkers.
James P. B. Duffy, Rochester.	Dr. A. V. V. Raymond, Schenectady.
George S. Buck, Buffalo.	
Hon. Myles Tierney, New York City.	

### COMMITTEE ON REPORTS FROM CITIES AND COUNTIES.

*Chairman*, Hon. John T. McDonough, Albany.

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George B. Robinson, New York City.	Dr. Charles F. Howard, Buffalo.
Dr. Jesse T. Duryea, Brooklyn.	Hon. Z. R. Brockway, Elmira.
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Hon. John D. Kernan, Utica.	Miss Mary Marshall Butler, Yonkers.
Hon. Charles McLouth, Palmyra.	
Salem Hyde, Syracuse.	

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*Vice Chairman*, Mrs. W. W. Armstrong.

*Secretary*, Abram J. Katz.

*Assistant Secretary*, Miss Mary MacArthur.

Rev. Max Landsberg.	Clarence V. Lodge.
Rev. Isaac Gibbard.	Dr. Eugene H. Howard.
Daniel B. Murphy.	Dr. Enoch V. Stoddard.
Franklin H. Briggs.	William F. Peck.

## 606 ORGANIZATION AND OFFICERS OF THE CONFERENCE.

### LOCAL COMMITTEE.

*Chairman, Rt. Rev. Thomas F. Hickey.*

Isaac Adler.  
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Mrs. Charles E. Angle.  
Josiah Anstice.  
Miss Mary S. Anthony.  
Louis M. Antiadale.  
Mrs. Helen D. Arnold.  
H. F. Atwood.  
Miss Jessie Bacon.  
Robert A. Badger.  
W. F. Belkam.  
Rev. Clarence A. Barbour.  
William O. Barry.  
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William A. Killip.  
Harold C. Kimball.  
Mrs. William S. Kimball.  
Mrs. Emil Kuichling.  
Rev. Max Landsberg.  
Dr. J. M. Lee.  
Mrs. William B. Lee.  
J. H. Lempert.  
Hon. Merton E. Lewis.  
Carl F. Lomb.  
Max Lowenthal.  
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Mrs. F. S. Macomber.  
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Henry C. Maine.  
J. C. McCurdy.  
Horace McGuire.  
Mrs. W. J. McKelvey.  
Percy R. McPhail.  
Rt. Rev. B. J. McQuaid.  
Joseph Michaels.  
Rev. Nelson Millard.  
William Miller.  
E. G. Mines.  
Mrs. W. A. Montgomery.  
Mrs. John S. Morgan.  
Mrs. William C. Morey.  
Mrs. William B. Morse.  
Samuel P. Moulthrop.

Mrs. Edward W. Mulligan.  
 Mrs. W. A. Murphy.  
 Hon. Edwin A. Nash.  
 Rev. J. H. O'Brien.  
 Joseph O'Connor.  
 Hon. J. M. E. O'Grady.  
 Mrs. John W. Oothout.  
 Mrs. Howard L. Osgood.  
 Griff D. Palmer.  
 Mrs. Erickson Perkins.  
 Mrs. Gilman N. Perkins.  
 N. P. Pond.  
 Charles B. Potter.  
 Pierre Purcell.  
 Mrs. Thomas Raines.  
 Mrs. Arthur Robinson.  
 Mrs. John H. Rochester.  
 Hon. A. J. Rodenbeck.  
 Clinton Rogers.  
 Hon. George F. Roth.  
 Irving Rouse.  
 Mrs. W. H. Samson.  
 Eugene Satterlee.  
 Isadore Schlitzer.  
 Hiram W. Sibley.

Mrs. Rufus A. Sibley.  
 Dr. N. W. Soble.  
 Louis N. Stein.  
 Hon. J. B. M. Stephens.  
 Morley A. Stern.  
 Dr. Enoch V. Stoddard.  
 Dr. Augustus H. Strong.  
 Henry A. Strong.  
 Hon. Arthur E. Sutherland.  
 Rev. W. R. Taylor.  
 M. H. Van Bergh.  
 Eugene Van Voorhis.  
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 Hon. James W. Wadsworth, Jr.  
 Mrs. J. Foster Warner.  
 George B. Watkins.  
 Mrs. E. F. Wellington.  
 Hon. William E. Werner.  
 Julius M. Wile.  
 Solomon Wile.  
 Mrs. Ernest R. Willard.  
 Martin E. Wolff.  
 John C. Woodbury.  
 Alfred Wright.  
 Philip H. Yawman.

#### RESOLUTION COMMITTEE.

*Chairman, Hon. James G. Cutler, Mayor of Rochester.*

*Vice-Chairman, Mrs. J. Breck Perkins.*

Mrs. Joseph T. Alling.  
 Hon. W. W. Armstrong.  
 Mrs. William C. Barry.  
 Mrs. I. A. Baum.  
 Mrs. William Bausch.  
 Mrs. Lewis Bigelow.  
 Mrs. Franklin H. Briggs.  
 Martin F. Bristol.  
 Mrs. George C. Buell.  
 Hon. George A. Carnahan.  
 Rev. Rob Roy Converse.  
 Dr. Robert G. Cook.  
 Mrs. Oscar Craig.  
 Mrs. J. R. Culkin.  
 Mrs. James G. Cutler.  
 Mrs. Henry G. Danforth.  
 Mrs. Ira Davenport.  
 Hon. John M. Davy.

Mrs. William Drescher.  
 Mrs. Walter B. Duffy.  
 Mrs. William Eastwood.  
 Mrs. Albert O. Fenn.  
 Thomas W. Finucane.  
 Mrs. William C. Gannett.  
 Mrs. J. L. Garson.  
 Mrs. Isaac Gibbard.  
 Mrs. Arthur S. Hamilton.  
 Rev. E. J. Hanna.  
 Hon. Frank W. Higgins.  
 Mrs. George O. Hollister.  
 Mrs. Eugene H. Howard.  
 Mrs. William E. Heyt.  
 Mrs. J. G. Kaelber.  
 Mrs. A. J. Katz.  
 A. B. Lamberton.  
 Mrs. Max Landsberg.



## 608 ORGANIZATION AND OFFICERS OF THE CONFERENCE.

Prof. S. A. Lattimore.  
Mrs. S. A. Lattimore.  
Alexander M. Lindsay.  
Mrs. C. V. Lodge.  
Henry Lomb.  
Edmund Lyon.  
Francis B. Mitchell.  
John E. Morey.  
Mrs. Daniel B. Murphy.  
Dr. T. A. O'Hare.  
Rev. A. M. O'Neill.  
Dr. Rush Rhees.  
Lewis P. Ross.

Mrs. D. Rosenberg.  
Mrs. Hiram W. Sibley.  
Mrs. William E. Sloan.  
Dr. William P. Spratling.  
Rev. H. H. Stebbins.  
Mrs. Morley A. Stern.  
Mrs. Enoch V. Stoddard.  
Mrs. W. R. Taylor.  
Mrs. George B. Watkins.  
Rev. M. R. Webster.  
Mrs. Charles Weiss.  
Mrs. Julius M. Wile.  
Ernest R. Willard.

### FINANCE COMMITTEE.

*Chairman*, Daniel B. Murphy.

William Bausch.  
T. B. Dunn.

Dr. Eugene H. Howard.  
Abram J. Katz.

### ENTERTAINMENT COMMITTEE.

*Chairman*, Clarence V. Lodge.

Miss Lura E. Aldridge.  
Mrs. William W. Armstrong.

Franklin H. Briggs.  
Mrs. Charles P. Barry.

### MUSIC AND DECORATIONS COMMITTEE.

*Chairman*, Miss Millie J. Bristol.

Mrs. S. Louis Ettenheimer.

Miss Fannie A. Moran.

### PRESS COMMITTEE.

*Chairman*, William F. Peck.

Mrs. Joseph O'Connor.

Rev. Isaac Gibbard.

### BADGE COMMITTEE.

William Miller.

Frank J. Hone.

## PROGRAM OF THE CONFERENCE.

---

TUESDAY EVENING, NOVEMBER 13, 1906.

Subject: Standard of Living.

8:00 P. M. Opening prayer by Rt. Rev. Bernard J. McQuaid, Bishop of Rochester.

Address of welcome by Hon. James G. Cutler, Mayor of Rochester.  
President's address, William Mabon, M. D.

Report of Committee on Standard of Living by the Chairman,  
Frank Tucker, Vice-President Provident Loan Society, New York City.

9:00 P. M. Paper, "The Relation Between Standards of Living and Standards of Compensation," by Dr. Lee K. Frankel, General Manager, United Hebrew Charities, New York City.

Discussion opened by Dr. Edward T. Devine, Professor of Social Economy, Columbia University; Director, New York School of Philanthropy.

9:30 P. M. Paper, "A Study of the Minimum Cost of an Adequate Standard of Living," by Miss Caroline Goodyear, District Agent, New York Charity Organization Society. Discussion opened by Rev. Wm. J. White, Supervisor of Catholic Charities, Brooklyn.  
Benediction — Rev. Dr. Augustus H. Strong, President, Rochester Theological Seminary.

10:30 P. M. Reception to delegates on part of Local Committee — dining-room, Eureka Hall.

WEDNESDAY MORNING, NOVEMBER 14, 1906.

Subject: Care of Children.

10:00 A. M. General business of the Conference.

10:30 A. M. Report of the Committee by the Chairman, Hon. Homer Folks, Secretary, State Charities Aid Association.

10:45 A. M. Paper, "Institutional Problems," by Dr. Hortense V. Bruce, Superintendent, New York State Training School for Girls, Hudson, N. Y.

11:05 A. M. Discussion opened by Solomon Lowenstein, Superintendent, Hebrew Orphan Asylum, New York City.

11:15 A. M. General discussion. Speakers limited to five minutes each.

11:35 A. M. Paper, "After the Institution, What?" by Hon. Robert J. Wilkin, presiding justice, Children's Court, Brooklyn.

11:55 A. M. Discussion opened by Rt. Rev. Thomas F. Hickey, The Cathedral, Rochester, N. Y.

12:05 P. M. General discussion. Speakers limited to five minutes each.

## PROGRAM OF THE CONFERENCE.

WEDNESDAY AFTERNOON, NOVEMBER 14, 1906.

Subject: Care of the Poor in Their Homes.

- 2:30 P. M. General business of the Conference.
- 3:00 P. M. Report of the Committee on the Care of the Poor in Their Homes, by the Chairman, William H. Allen, General Agent, New York Association for Improving the Condition of the Poor.
- 3:20 P. M. Paper, "Home Needs Revealed at School," by Hon. Thomas Darlington, Health Commissioner, New York City.
- 3:40 P. M. Discussion opened by Charles E. Finch, Rochester.
- 3:50 P. M. General Discussion. Speakers limited to five minutes each.
- 4:10 P. M. Paper, "Relief Problem in the Smaller Community," by Mrs. E. Kuichling, Rochester.
- 4:30 P. M. Discussion opened by Miss Anna B. Pratt, Department of Relief, Elmira.
- 4:40 P. M. General discussion. Speakers limited to five minutes each.
- 5:00 P. M. Miscellaneous business of the Conference.

WEDNESDAY EVENING, NOVEMBER 14, 1906.

Subject: Public Institutions.

- 8:00 P. M. General business of the Conference.
- 8:30 P. M. Report of the Committee on Public Institutions by the Chairman, George E. Dunham, editor *Utica Press*.
- 8:50 P. M. Paper, "Some Foreign Methods," by Hon. William Cary Sanger, ex-Commissioner to the International Red Cross Congress.
- 9:10 P. M. Discussion opened by Dr. A. V. V. Raymond, President Union College, Schenectady.
- 9:40 P. M. Paper, "Our Public Charities," by Hon. Robert W. Hebbard, ex-Secretary New York State Board of Charities; Commissioner of Public Charities, city of New York.
- 10:00 P. M. Discussion opened by William B. Buck, former Superintendent of Inspection, New York State Board of Charities, Philadelphia, Pa.
- 10:10 P. M. General discussion. Speakers limited to five minutes each.

THURSDAY MORNING, NOVEMBER 15, 1906.

Subject: Treatment of the Criminal.

- 10:00 A. M. General business of the Conference.
- 10:30 A. M. Report of the Committee on Treatment of the Criminal by the Chairman, Col. Joseph F. Scott, Superintendent, New York State Reformatory, Elmira.
- 10:50 A. M. Paper, "Treatment of the Female Offender," by Miss Katherine Bement Davis, Superintendent, New York State Reformatory for Women, Bedford.

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- 11:20 A. M. Discussion opened by Miss Alice E. Curtin, Superintendent, Western House of Refuge for Women, Albion.
- 11:20 A. M. General discussion. Speakers limited to five minutes each.
- 11:40 A. M. Paper, "The Juvenile Delinquent," by Prof. Franklin H. Briggs, Superintendent State Agricultural and Industrial School, Rush.
- 12:00 M. Discussion opened by Joseph P. Byers, Superintendent, House of Refuge, Randall's Island, New York City.
- 12:10 P. M. General discussion. Speakers limited to five minutes each.
- 12:30 P. M. Miscellaneous business of the Conference.

THURSDAY AFTERNOON, NOVEMBER 15, 1906.

Subject: Study and Care of the Defective.

- 2:30 P. M. General business of the Conference.
- 3:00 P. M. Report of the Committee by Dr. William L. Russell, Medical Inspector of the State Hospitals for the Insane.
- 3:20 P. M. Paper, "Mental Defect and Crime," by Dr. Robert B. Lamb, Superintendent, Matteawan State Hospital for the Criminal Insane, Matteawan.
- 3:40 P. M. Discussion opened by Frank L. Christian, M. D., attending physician, New York State Reformatory, Elmira.
- 3:50 P. M. General discussion. Speakers limited to five minutes each.
- 4:10 P. M. Paper, "The Relation of Immigration to the Prevalence of Insanity in New York State," by Dr. Thomas W. Salmon, Assistant Surgeon, United States Public Health and Marine Hospital Service.
- 4:30 P. M. Discussion opened by Dr. Charles W. Pilgrim, President, State Commission in Lunacy.
- 4:40 P. M. General discussion. Speakers limited to five minutes each.
- 5:00 P. M. Miscellaneous business of the Conference.

THURSDAY EVENING, NOVEMBER 15, 1906.

Joint meeting of the Rochester Academy of Medicine with the Conference.

Subject: Care and Treatment of the Sick.

- 8:00 P. M. General business of the Conference.
- 8:30 P. M. Report of the Committee by the Chairman, Dr. Arthur J. O'Leary.
- 8:50 P. M. Paper, "Care of the Indigent Sick in Their Homes with Special Reference to Tuberculosis," by James Alexander Miller, M. D., Bellevue Hospital, New York City.
- 9:10 P. M. Discussion opened by Adele Gleason, M. D., Buffalo.
- 9:20 P. M. General discussion.
- 9:40 P. M. Paper, "War Against Disease," by Dr. Livingston Farrand, Secretary, National Committee for the Study and Prevention of Tuberculosis.
- 10:00 P. M. Discussion opened by William H. Guilfoyle, M. D., Register of Vital Statistics, New York City.
- 10:20 P. M. Miscellaneous business of the Conference.



## THE SEVENTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

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### FIRST SESSION.

*Tuesday Evening, November 13, 8 P. M.*

PRESIDENT MABON: Our proceedings will be opened by prayer by the Rt. Rev. Thomas F. Hickey, Bishop Coadjutor of Rochester.

BISHOP HICKEY: Almighty and Eternal God, by whose power all creatures have been made and are sustained, deign to graciously regard this assembly convoked for the enlightenment and instruction of its members and the alleviation and the uplifting of the poor and the afflicted and the wayward. In Thy all-wise dispensations Thou dost permit the hand of trial to rest upon Thy creature, man; but in the hour of need Thou dost also provide a helper and protector.

May they to whom strength and abundance have been given ever recognize in the infirm of mind or body Thy handiwork and their brethren. May the deliberations of this body be actuated and inspired by that golden charity which is as broad as Heaven, as deep as eternity and as eternal as Thy most sacred name.

May the work of this Conference bring peace to the troubled of heart, comfort to the sorrowing, hope to the heavily laden, strength to the weak and happiness to those who spend themselves in the sacred cause of dependent humanity.

May Thy spirit guide and guard our nation and its people, so that at all times and for all men the watch word may be "Peace and Charity"—Amen.

THE PRESIDENT: It now gives me pleasure, great pleasure, to introduce to this Conference the Hon. James G. Cutler, Mayor of Rochester.

#### ADDRESS OF WELCOME BY THE HON. JAMES G. CUTLER.

Mr. Chairman and Members of the Conference:—Profoundly impressed with the extent, to which this Conference is representative of humanity, and of humanity in its broadest conception;

that here are met together, for a grandly beneficent purpose, men and women, without regard to any of those artificial barriers of race or of religious creeds, which in times past have sometimes been a hindrance to such co-operation, I feel it to be at once an agreeable duty, and a high privilege to welcome you to the city.

So many important questions now press for solution in the National, in the State, and in the Municipal field, that he would be a bold man, indeed, who should venture upon an attempt to determine and define the exact relation to other public service, and the final significance, of the great interests which are represented here.

Indeed, the tendency to specialize in active interest, and in organized effort, while necessary to effective work, creates a condition of mind in which balance and proportion may be lost sight of, and which is a danger to be guarded against, in all public service, and in all discussion of public questions.

Few citizens render very important assistance in public concerns, unless inspired by a sincere conviction of the commanding importance and urgency of the cause in which their efforts are enlisted, and if this effort be isolated, narrowness of view is emphasized and intensified.

So that, in every department of public work, it has come about that men and women are meeting for conference and comparison of views and experiences, and no one, at all familiar with the great advance in recent years in sanity and efficiency of correctional and charitable work in the State, can doubt the value of these meetings suggested by the State Board of Charities in 1898, and with respect to which it is interesting to us, who are at home in Rochester, to remember, that on the Committee appointed to arrange the first Conference in Albany, in 1900, was that esteemed citizen of Rochester, now the President of the Board.

It would be improper for one like myself, lacking experience, and speaking to the most distinguished representatives of charitable and correctional work in the State, to discuss any of the important matters which will occupy your attention, or to make anything more than this passing allusion to the inception and work of the Conference.

But, with nearly four years of official relation to the correctional and charitable work of the third city in the State, and from such consideration of these matters, as occupation with a mass of other mail and responsibility has permitted, I feel that I may venture

to say that it seems to me that rapid progress is now making upon right lines.

In charitable work the aim is now, if I understand it, to relieve the needy, and to do this, so far as possible, without destroying self-respect and personal initiative; and, perhaps, this suggests the greatest difficulty in charitable work, and the greatest evil which was characteristic of it before it had been made the subject of interested and intelligent study and consideration.

In the field of correctional work, statute made crime is now often seen to be, particularly in the case of the young, the delinquency produced by environment, calling loudly for help and encouragement in improved surroundings, rather than for punishment which degrades and makes hopeless, and the work of the probation or parole officer is coming to be valued in its true importance, both morally and economically.

For this last enlightenment we are here much indebted to Mrs. W. W. Armstrong, who, at great personal sacrifice, has advocated this line of helpfulness to the unfortunate, and proved its compelling power for good in her own untiring service in it in connection with the Police Court.

In the Juvenile Court there has been such work done by Mrs. Joseph T. Alling, and a number of other devoted women, whose efforts in this direction deserve the highest commendation.

However, if I should mention all of Rochester's disinterested workers in the charitable field, I should occupy far too much time, and one more reference of this kind must content me.

When, for a brief period in 1900, it was devolved upon me, as Commissioner of Public Safety, to come into almost daily contact with the darker side of city life, there was an occasional visitor, whose broad charity, whose human sympathy, was an inspiration and a benediction. I believe that it was to his suggestion and initiative that we owe the segregation of various classes in the State Industrial School, in the cottage system, as now being applied to that institution.

His Church has called him to an important post on the other side of the world, but no such company as this assembled in Rochester can fail to think, with sentiments of the highest appreciation, of the charitable work and influence of one, whom it seems difficult to speak of by any other name than that by which he is still affectionately remembered, and which comes as naturally to the lips of those of other faiths, as to those of his own people, who still call him *Father Hendrick*.



There is, of course, a temptation to speak of the work of local charitable societies, but time would fail me to do the subject anything like justice. The Rochester Female Charitable Society, organized in 1822, and which for eighty-four years, therefore, has ministered here to the sick poor, and the Charity Organization Society, much younger, but doing splendid work on the lines of careful investigation and helpfulness, must be mentioned, the last owing much of its success to the patient, tactful and untiring work of Mrs. Helen D. Arnold, its Secretary.

No doubt there are others, to which reference should be made, but I must not forget that I am here only for a special purpose, and, so without detaining you longer, let me say again, and with all sincerity, that you are cordially welcome, and the people of Rochester wish that every success may attend your meeting here.

THE PRESIDENT: I am sure the Conference appreciates the most cordial welcome extended to us by the Mayor of the city of Rochester. Coming as we do from all parts of the State this welcome is not totally unexpected, because we all appreciate that the reputation of Rochester for hospitality is as great and as extensive as the length and breadth of this our State.

The next subject on our program is the President's address.

ADDRESS OF WILLIAM MABON, M. D., PRESIDENT OF THE  
SEVENTH NEW YORK STATE CONFERENCE OF CHARITIES AND  
CORRECTION, ROCHESTER, NOVEMBER 13, 1906.

In assuming the responsibilities of the Presidency of this Conference, let me express my deep sense of obligation for the honor you have conferred upon me.

By training and experience I am more familiar with the details of institutions erected and maintained by the State than I am with private charitable work, and hence the review of the year's work is limited to the two great departments having supervision of State institutions, namely, the State Board of Charities and the State Commission in Lunacy.

During the year there has been little legislation of a noteworthy character affecting institutions subject to the inspection of the State Board of Charities. A strong effort was made to enact a law providing for a more complete system of probation, but after full consideration, the Legislature in its wisdom decided that it would not pass the bills prepared by the Commission, one of which

sought to put the probation work in charge of the State Board of Charities.

The wisdom of establishing special commissions having to do with matters pertaining to charities and corrections is questionable, and as the attitude of the Chief Executive of the State and the Legislature in reference to a permanent probation commission was understood, the promoters of the measures endeavored to place all this work under the jurisdiction of the State Board of Charities, which, it was felt, should have the general oversight of the charitable activities of the State, except the hospitals for the insane. Naturally, reforms move slowly and it was not to be expected that a measure so radical as was proposed by the Probation Commission would receive either the sanction of the Legislature, or of all the friends of reform. The Legislature apparently believed that the experiment had not been carried on long enough under existing laws to warrant radical changes in present methods. The proposition to take the supervision from the courts, where it now rests, and put it in the hands of a central board was too new to find general favor, but it would have been better to place the probation work under the supervision of the State Board of Charities than to have established an additional special State Commission.

The Legislature did, however, establish a special commission to inquire into the condition of the adult blind of the State. Two years ago a similar commission submitted a report to the Legislature and proposed the establishment of a permanent commission, which proposition was, at that time, viewed with disfavor.

Doubtless, the new inquiry to be carried on by this special commission for the blind will be productive of some good, but the recent organization of the new "Association for the Blind," which was incorporated in April, 1906, will be productive of more benefit to the adult blind of the State than will come from the inquiry of the State Commission. This association does not propose to confine itself to inquiries, but will seek to put into action plans for giving the adult blind opportunities for instruction and work.

Another important law removes the State reformatory at Napanoch from the control of the Prison Department of the State. Hereafter, it will be under the management of the "State Board of Reformatory Managers," which Board is composed of the Board of Managers of the Elmira Reformatory and two other

members appointed by the Governor. Thus at last is accomplished the purpose of the State in establishing the Reformatory at Napanoch, and it will be identified henceforth with the Elmira Reformatory in methods and class of work, as well as in management.

The State Board of Charities advocated the enlargement of several State charitable institutions, especially those devoted to reformatory purposes and those having the care of the feeble-minded and epileptic. The Legislature made provision for new buildings at Hudson for the New York Training School for Girls, and also for new buildings for two State reformatories for women, located respectively at Bedford and Albion. In the case of the New York Training School for Girls, the population has increased so rapidly that there are now more girls in the training school than were ever in the institution heretofore. The change in its character from a house of refuge for women to a training school for young girls must necessarily result in further enlargement. The character of its instruction and training has changed to correspond with its new field of work. All the older inmates have been discharged and the entire population now consists of girls under sixteen years of age, for the great majority of whom there is a hopeful future.

In the case of the institutions for the feeble-minded, the necessity for enlargement is recognized by all the county officials, and all who are interested in this class and cannot be too strongly emphasized, but provision by the Legislature is not made sufficiently in advance to keep pace with the feeble-minded population of the State. There should be a careful study of the situation, and the change of policy advocated by the State Board of Charities should be adopted without unnecessary delay. This naturally requires the immediate enlargement of the custodial asylum at Newark, or the erection of a similar institution in another part of the State, in order to provide for women of this class who are now maintained at Rome, and who would then be removed to an institution where women only were maintained.

The enlargement of Craig Colony is a crying necessity. An unsuccessful effort was made during the winter to secure an appropriation which would provide accommodations of a custodial character for about six hundred patients now in the colony, who belong to what may be termed the helpless class. In consequence, the desirable segregation of the custodial class of epileptics at the

colony must be deferred until some later time when a more liberal and broader policy in the management of our State charitable institutions will obtain.

The chairman of the committee on "The Defective" will undoubtedly give you a review of the legislative work of the year, particularly so far as it refers to the State hospitals for the insane, but it cannot be amiss to briefly call your attention to a few matters of interest at this time. The Legislature showed its appreciation of the advance in the cost of material and labor for building, by increasing the per capita cost to five hundred dollars, against four hundred dollars for previous years, while for buildings designed and equipped specially for the acute and curable class, the per capita limit of cost was placed at one thousand dollars.

In reference to general provisions relating to the insane under treatment in the State hospitals, a law was passed that committees of the property of these patients must forward copies of the reports annually filed with the County Clerk to the superintendent or officer having special jurisdiction over the State hospital.

An important enactment is made in chapter 396 of the Laws of 1906, to the effect that inebriates or drug habitués may be committed to the St. Vincent's Retreat for a period of six months. The form of commitment is prescribed and largely follows the procedure required in the admission of insane patients to State hospitals. To officials having to do with the commitment or treatment of the insane, the necessity of an enactment of this kind has been obvious for many years, and it certainly will tend to conserve the welfare of these unfortunates themselves and still more those who are dependent upon them.

Upon representation made by the State Commission in Lunacy, and based upon requests received from religious bodies to bear the expense of the construction of chapels on the grounds of State hospitals, the Legislature granted the necessary sites for these buildings, and during the year, ground was broken at Ogdensburg and at Poughkeepsie for three chapels. Two of these are commodious and are estimated to cost twenty thousand dollars each. Under the law, the buildings are to be used exclusively for the benefit of patients and employees and they are to be at all times subject to such conditions as may be imposed by the Commission. This follows the precedent established by the location of chapels at Craig Colony.

The provision for the exchange of buildings on Randall's Island, now occupied by the House of Refuge for Juvenile Delinquents of the State of New York, for the buildings now located at Flatbush, Brooklyn, and constituting the Long Island State Hospital for the Insane, has been completed. The Commission in Lunacy with an appropriation of \$450,000 will now remodel all the buildings at Flatbush and provide accessory buildings to make this somewhat inadequate plant a thoroughly modern one. The extraordinary growth of the region comprised in the counties of Suffolk, Nassau and Queens makes it of immediate importance that adequate hospital provisions should be made for the insane of this district.

The powers of the Board of Alienists for the examination of insane, idiotic, imbecilic and epileptic immigrants and alien insane were increased by legislative enactment so as to include non-residents as well as aliens.

To obtain the best results from any special line of work, special agents must be employed and those who are associated in this particular branch are specialists in their department, having received their training in the State hospitals of this State. The United States government now employs alienists to examine the suspected insane at Ellis Island, while the State Board of Charities has a department looking after the detention of alien paupers, and in all these departments more good is being done than ever before.

Since the State of New York took up the matter of representative alienists for this work, the general government has increased the number of local specialists at the port of New York so that now a board of three investigate the suspected cases which are under detention.

The Board representing the State Commission in Lunacy at last has access to Ellis Island and the privilege of asking that any immigrant whom they suspect of being insane be detained and given special examination. There is no reason why the State and National governments should not co-operate to prevent the defectives of foreign birth from becoming a burden to this country.

That the plan in general works for the good of the community is shown in the fact that the number deported on account of mental deficiency is many times greater than ever before, and work, therefore, should not be allowed to lag behind, but, on contrary, should be pushed to the utmost.

During the past three years, Massachusetts, through her State Board of Charities, deported 100 insane and 400 paupers, while during the same period, New York deported 630 insane and 520 paupers.

It is natural that the obviously degenerate should be sifted from normal individuals, either at the port of sailing or landing, and that those who deteriorate almost at once after landing should always be sent back to their native country.

In the commonwealth of New York, there has been no step of greater importance than the deportation of the above-mentioned classes from public institutions, which from the economical point of view alone, justifies, by the results thus far obtained, the creation of this board. During the past five years, 750 insane were deported from New York State alone. During the six months ending June 30, 1906, 216 of the mentally defective class were returned.

When we consider that the average life of an insane person is twelve years and that it costs the State approximately \$200 annually for the maintenance of each, as well as \$550 for his room and furniture, we find that the State has been relieved of a total burden of over \$2,100,000.

The State must arrange to retain, or soon begin preparations looking to the reversion to the city of New York of the property on Ward's Island, now comprising the Manhattan State Hospital, by making provision elsewhere for the 4,400 patients now cared for therein. The difficulties of the situation can easily be comprehended when the high prices charged for land within fifty miles of New York are considered. The necessity for the retention of Ward's Island for the care of the insane should be apparent to those who have any knowledge of the situation. It is convenient of access to the large population of Manhattan Island and the relatives of patients can thus see their friends without the expense and loss of time which would arise should the institution be removed. Almost the entire population of this institution is made up of those in moderate or poor circumstances who can ill afford the expense of time and money to visit their friends in an institution fifty miles away from the city.

The excellent results following the establishment several years ago of a detention pavilion in connection with the Albany Hospital, in which prompt remedial care is given to persons in the early period of insanity, have inspired the establishment of

similar pavilion in connection with the Monroe County Hospital in the city of Rochester. The certificate of any physician that a person presents indications of an attack is sufficient to secure his admission to the pavilion, where he is kept under observation, and in the event of a continuance of the disease, steps are taken for commitment to a State hospital for the insane. It is to be deplored that any city in this State should lag behind in the establishment of similar detention hospitals and continue to resort to archaic methods in the preliminary care of the insane.

The scientific medical work in the State hospital system centers around the pathological Institute, and it seems well at this time briefly to review what the State is doing in the way of scientific study of this large class of defectives. The Institute has a double purpose. In the first place, it fills a gap in our system of medical education; our medical schools do not, at the present time, furnish sufficient instruction to qualify the young graduate in the special work demanded by the State hospitals. The work in the hospitals was so organized that practically no time was left for the systematic training of new members of the staff. Therefore, the State, in order to insure the best possible medical care for its unfortunates, provides a system of training such as will meet the demands. The Institute has prepared outlines of work and means of becoming familiar with the modern trend of work in this special branch of medicine.

During the first winter, three groups of about twenty assistants each attended sessions of two weeks of lectures, demonstrations and practical work at Ward's Island. After that, selected members of the staffs were given a course of three months, covering as far as possible, in demonstrations and practical work, all that which the physician in the hospital for the insane may well be expected to be familiar with. After three such courses were given to groups of six or eight physicians, two special courses were arranged for physicians detailed to laboratory and autopsy work. The whole plan tends toward making the work with each individual patient as thorough and systematic and controllable as possible. It aims to unite the administrative and medical interests; teaches the uses and appreciates the visits of friends as a great help in getting at the facts and in preparing the ground for the return of the patient to his home. It tries to break up the office habit and superficial routine and to make it worth while that facts concerning every patient are repeatedly discussed before

the whole staff — a plan which makes possible a supervision of the work by the superintendent, and a continual gain in experience beneficial to all. Visits of the physicians of the Institute to the various State hospitals have furnished further opportunities to help in the spreading of uniform standards.

The second aim of the Institute is that of co-ordination of research. The extremely difficult investigation of the central nervous system demands access to a great deal of material such as can only be obtained through the co-operation of many hospitals. Moreover, the general plan or working up the clinical experience demands a great deal of familiarity with the work carried on elsewhere, such as regards library facilities and an amount of time not usually available without special facilities. So far, the research work has been planned as far as possible to have a practical bearing of helpfulness on the daily work of the physicians in each hospital. Problems presented have occasionally been supplemented by experimental work, or by issues of special importance for teaching. By keeping these problems closely as possible in touch with the needs which every hospital physician realizes, the practical relations between the hospitals and the Institute have been maintained to the advantage of both. In addition, regular meetings of hospital staffs of institutions in the lower part of the State and those in the upper part of the State furnish a ground for comparison of standards, are a source of stimulation and the work communicated on these occasions is gradually forming a nucleus for publications which will be bound to be of great use to those in special work and also to the general practitioners in medicine.

This naturally brings us to the consideration of the problem of insanity, a subject about which so much can be said. It is hardly the time or the place to consider it here although it is to be said that the present careful search for all the facts is making it possible to give more concrete advice and to form a more general profession toward the complex and difficult group of mental disorders. It is to be hoped that the increasing knowledge of the facts and deeper interest in the subject on the part of the public and the profession in their beginning will tend to more co-ordination, to bring help to those suffering from mental disorders, to make the hospitals a source of help and to bring on the part of the public and the profession a more



It seems a ridiculous proposition that a person suffering from insanity, which is a physical disorder, should be deprived of the privilege of receiving aid at the hands of those who are best qualified to advise and treat such alienation, and it might be well to consider the advisability of a modification of the law committing the insane to the State hospitals by which any one feeling the need of advice and treatment could go at once to the institution and ask and receive admission.

To Miss Louisa Lee Schuyler, the constant friend of the insane, and one who has done so much for this suffering class, is due the initiation of a new branch of philanthropic work which, while long ago established in the most important European countries, is now for the first time organized and in active operation in America. This is the "after care" of the Insane, or the assistance of needy persons discharged recovered from public institutions for this class of the State's wards.

The ultimate aim is to prevent recurrence of mental disorders whenever possible by assisting those who have suffered from an attack of mental disease to live within the laws of hygiene and to avoid so far as possible the conditions which brought on the original alienation. Many patients discharged recovered from institutions for the insane require a few weeks' rest before returning to work, assistance in securing suitable employment, or in getting into helpful and healthful relations with the community in which they are to live. The need for systematized effort in behalf of such persons has long been recognized in this country, and from time to time during the past fifteen years has been made the subject of papers and discussions at the annual meetings of the American Medico-Psychological Association, the American Neurological Association and the National Conference of Charities and Correction. Last winter at the November and January conferences of the State Commission in Lunacy with the managers and superintendents of the New York State hospitals, at which representatives of the State Charities Aid Association were present, the need for such work in this State was presented and practical plans for putting it into operation were discussed.

As a result of the interest shown at this meeting, the State Charities Aid Association was asked to organize a system for this late and during the past few months such work has been in

practical operation in connection with several of our State hospitals. The standing committee on the insane, of this association, appointed a subcommittee on the after care of the insane, and this central subcommittee is organizing district after care committees for the different State hospitals. Already those at Manhattan, Willard and Hudson River State Hospitals are appointed and in active operation. At the New York office an agent is employed to assist the members of these voluntary committees in visiting the most of the patients discharged recovered, or about to be discharged, and in furnishing the assistance required according to the needs of individual cases. To a large extent, these committees serve as an intermediary between the patients and existing agencies for the assistance of the poor. Those requiring a few weeks' rest are brought to the attention of the managers of vacation and convalescent homes. Those requiring assistance in finding employment are directed to proper agencies. Those needing the encouragement of pleasant social relations are introduced to churches, settlements and other beneficent agencies.

A class of cases which frequently comes to the attention of those in charge of this work are persons, who, after having done well for some months, show signs of a tendency to relapse. Such, whether or not they have previously been under the supervision of the after care committee, are immediately given assistance, designed, if possible, to prevent a recurrence of their trouble. A few weeks in the country, a change of work, or even a rest at home frequently proves sufficient to restore a sound mind and physical health.

The association has had under its supervision a large number of cases since the work was actively started last spring, and the first report of the committee shows valuable results and a promise of increasing usefulness. The physicians in the State hospitals, who have co-operated with the State Charities Aid Association in this work of the after care of the insane see in this new branch of philanthropy a promise of valuable results in the prophylaxis of the disease which afflicts more than 25,000 people in this State.

THE PRESIDENT (continuing): I take great pleasure now in turning over this meeting to Mr. Frank Tucker, the Chairman of this section on standard of living.

REPORT OF THE COMMITTEE ON STANDARD OF LIVING, BY THE  
CHAIRMAN, FRANK TUCKER.

MR. FRANK TUCKER: The progress of social thought in this country has been closely related to the National and State conferences of charities and correction. It is true that the history of the National conference begins with the problem of the charitable and correctional institutions of the State; it is true that our various State conferences are largely given over to discussion of the administrative and financial problems of institutions and activities dealing with the wrecked, the broken, the deficient and those offending law; but ever increasingly has there developed a desire to get at causes of poverty and crime, to know the reasons for industrial inefficiency, physical infirmities, lack of character and sub-normal mental capacity. We know the amount of the bill we have to pay; we want to know why it is so big and why it rolls up in the face of what we call "prosperous times."

The future historian of social work will, I am sure, record two addresses as distinguishing the recent Philadelphia session of the National conference.

In the Presidential address of Dr. Devine we find the spirit of this conference, which seeks expression in to-night's session, summed up in the following passage:

"If I have rightly conceived the dominant idea of the modern philanthropy it is embodied in a determination to seek out and strike effectively at those organized forces of evil, at those particular causes of dependence and intolerable living conditions which are beyond the control of the individuals whom they injure and whom they too often destroy."

In Dr. Frankel's address, as chairman of the section on Needy Families, we find a new statement of the causes of poverty, and in the discussion of those causes we realize he is really setting up the elements of a standard of living which cannot be violated without the social unit becoming a social deficit.

Dr. Frankel says: "Stripped of all verbiage and reduced to their elements, we find that all existing poverty and pauperism are attributable and may be attributed to one of three major causes; for the sake of clearness, however, we shall define four causes:

"1. Ignorance.

"2. Industrial Inefficiency.

"3. Exploitation of Labor.

"4. Defects in governmental supervision of the welfare of citizens."

To discuss satisfactorily the Standard of Living it is obvious that we must first endeavor to define the phrase in such terms as to permit it to convey a common meaning to all who use it. If such a definition can be evolved the obvious next step is to agree upon the essentials of a Standard of Living which shall mean for each individual existence as a happy and independent member of society. Accepting these essentials as founded upon experience and embodying the best thought of social economists it should not be difficult to measure them in terms of dollars and cents for given social units in definite localities. And again having such schedules setting forth in terms of dollars and cents the cost of the essentials of a standard of living which will permit a given social unit in a definite locality to exist in a happy, healthy and independent manner, it should not be impossible to compare such schedules of cost with the known standards of compensation in the same localities. And by such comparisons alone shall we know the extent to which labor is exploited; and if exploited we are led to inquire how the deficiency is made up. We shall be led to inquire the price that society pays when the work of women and children is necessary to supplement the wages of the father. We shall be led to inquire the price that society pays when a portion of it is housed below the standard, is fed below the standard, is clothed, is warmed, has its rest and pleasures, is protected against sickness and accident, below the standard because that portion is ignorant through lack of education, because it is incapable through lack of education, because its services are exploited for the selfish purpose of others, or because of the unenlightened attitude of some who conscientiously (perhaps) maintain that labor is a commodity to be paid for according to supply and demand without regard to the essentials of a normal standard of living and the cost of these essentials.

And again having such schedules setting forth in terms of dollars and cents the cost of the essentials of a normal standard of living have we not found a measure by which the "adequate relief" of our modern misery method of aiding dependent families may be measured.

In short it seems apparent that with the essentials of a normal standard of living set out by our experts, and with investigations

discloses the cost of such essentials in definite localities for given social units — society cannot determine:

Whether labor in that community is exploited or adequately compensated.

How inadequate compensation of the natural wage-earner is supplemented and at what cost to the well-being of the family.

Whether our educational systems are effective in preparing boys and girls for the problems of our modern life.

Whether the standards by which our material relief for dependent families is measured are really "adequate" or not.

Nor, in the absence of this knowledge, can labor in its various subdivisions intelligently move from one locality to another.

Off-hand it seems a simple thing to define the phrase Standard of Living, but when the attempt is made, terms that define are found to be elusive and the natural inclination is to seek a definition by describing the essential elements of a normal standard of living. In the hope that it will stand the test of analysis and as offering a basis for our discussion the following definition is put forth:

A standard of living is a measurement of life expressed in a daily routine which is determined by income and the conditions under which it is earned, economic and social environment, and capacity for distributing the income.

A normal standard of living is one which permits each individual of a social unit to exist as a healthy human being, morally, mentally and physically.

The daily routine of life, as most of us know it, requires as essential elements:

1. Shelter.
2. Food and drink.
3. Clothing.
4. Light and fuel.
5. Furniture and furnishings.
6. Car fares.
7. Incidental expenses.
8. Recreation.
9. Provision for sickness and accident, dental, surgical and other care necessary for the establishment and preservation of sound health.
10. Savings.
11. Insurance.

It should not be difficult to bring about a general acceptance of the essentials. The list given above is generally accepted by those who have written recently on this subject. It is varied but slightly by a group of social workers who have prepared budgets for given social units which will be referred to later.

At this point two questions naturally arise:

Has the cost of these essentials been determined?

Can the cost be reasonably determined?

The first question I answer that so far as I know the present day writers on social economics have assumed certain round sums as the cost of living, as for instance, Dr. Devine in his *Principles of Relief* says:

"Recognizing the tentative character of such an estimate, it may be worth while to record the opinion that in New York City, where rentals and provisions are, perhaps, more expensive than in any other large city, for an average family of five persons the minimum income on which it is practicable to remain self-supporting, and to maintain any approach to a decent standard of living, is \$600 a year."

Professor Albion W. Small is quoted as saying in a lecture: "No man can live, bring up a family, and enjoy the ordinary human happiness on a wage of less than \$1,000 a year."

Mr. John Mitchell estimates the minimum wage that will maintain a workingman and his family according to the "American standard" as \$600 a year.

Nor have I been able to find any government tables which are based on given units and definite localities.

The estimate of Dr. Devine has a value in that it is for a given social unit in a definite locality, but it is insufficient in that it does not set up a standard of essentials and the total is not reached by a detailed estimate of the cost of each element — and he frankly says so. Professor Small's estimate is without value; it is a sweeping generalization dealing with no unit, measured by economic conditions in no locality, and without educational effect because it is refuted by the experience of many men in many places. While Mr. Mitchell's estimate in its explanation conveys a more definite picture than Professor Small's it is of doubtful value because it is a generalization, and the processes by which it is arrived at are not set out for our judgment as to their soundness.

Only those estimates of the cost of a normal standard of living are sound which are based on a given social unit and on the cost of the essential elements of that standard in a given community.

Can these costs be determined in such a way as to make society believe that they are well founded?

To this question I answer yes, I believe they can. And my belief is the result of a careful experiment to test the possibility of just such an effort. About three months ago five social workers came together in New York by accident, and the above question was asked. The essential elements of a normal standard of living were agreed upon — the list is set out in the earlier part of this paper. The social unit was fixed as a man and his wife and three children under earning age. The cost of each essential was calculated in reasonable detail and with more than an average knowledge of economic conditions. The total when cast made each man and woman at that meeting look at his neighbor and wonder if there was anything wrong with the figures. That total was \$931, which meant a compensation of \$3.10 per day for 300 working days for the natural bread winner of that family.

If those figures were sound it meant hard thinking for some people in that great city. But were they sound? To test them this question was put to two groups of the ablest social workers among dependent families in New York; women familiar with the necessary quantities, qualities and costs of the essentials, women whose daily work it is to deal with them.

"What items other than the following enter into a family budget?

"1. Rent. 2. Food and drink. 3. Clothing and shoes. 4. Light and fuel. 5. Provision for sickness and accident, dental, surgical and other care necessary for establishment and preservation of sound physique. 6. Insurance. 7. Recreation. 8. Furniture and furnishings. 9. Car fares. 10. Savings. 11. Spending money and incidentals.

"Would you eliminate any of these items as unnecessary? Will you make up a budget which will show the cost of living for a family of a man and his wife and three children, the children being under earning age, it being assumed that the family is housed, fed, clothed, etc., in such a way as to preserve health, mind and character, and permit the man to be a self-respecting citizen, and the children to grow up as such. It should also be *assumed that both man and woman have average character and*

average capacity for management. To sum up, what ought it to cost a normal family of this size to live in a normal way under the conditions that prevail in New York at the present time?"

One group consisting of six sent in a combined estimate which was the result of their joint deliberations; the other group sent in individual estimates.

The estimate of the first group was \$942 a year.

The individual estimates of the second group of ten showed three divisions. In division 1 there was:

1 Estimate .....	\$1,449
1 Estimate .....	1,403
1 Estimate .....	1,394

In division 2 there was:

1 Estimate .....	\$1,078
1 Estimate .....	986
1 Estimate .....	901
1 Estimate .....	900
1 Estimate .....	879

In division 3 there were:

2 Estimates .....	\$768
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In both estimates of division 3 no allowance was made for medical services, furniture and furnishings, savings or insurance. Had these items been included these estimates would have been in the second division, a fair average of which is \$950.

It will be noticed that the estimates in division one are entirely consistent and an examination of the details of cost shows a higher ideal of life than that contemplated by the problem to be answered.

The reasonable establishment by these estimates of \$950 a year as the cost of the essentials of a normal standard of living for the social unit of a man and his wife and three children in New York City points the way for investigations and estimates in other communities by a body whose findings would carry weight in each community in which it worked.

But assuming that the essential elements of a normal standard are accepted; their cost for different social units in definite localities known; how can this knowledge affect standards of compensation, adequate compensation being necessary to the maintenance of the standard; and what basis has society for interfering be-



tween employer and employee in a matter which is personal to them?

Let us answer the last question first. It is fundamental that society has a right to protect itself against the acts of its individual members detrimental to the general welfare. Poverty is detrimental to the general welfare. Therefore, society, which pays the bill for poverty, has the right to say whether poverty that is preventable shall continue to exist. And if a cause of preventable poverty is the exploitation of labor, as Dr. Frankel says it is, then it is the duty of society to investigate and determine the facts; it is the right of society to say to the employer, "You are not obliged to employ this man or woman, but if you do you must pay him a living wage for a given day's work and you must permit him to work under proper conditions."

Society has been quick to enact laws for the protection of physical property and dumb animals, but against the destruction of human beings by all the *subtle causes growing out of a sub-normal standard of living* there is little or no protection as yet. The cause is not difficult to find; we hold human life too cheap and we pay the bill for its destruction by *subtle causes* too indirectly.

At the same time society has the right to say, and does say, to the employee, "You must live in a way that is not detrimental to the general good."

Before this audience one may predict, without being thought a visionary, that some of us may live to see a new court created to try new social crimes which will be recognized as growing out of violations of an established standard of living.

And now let us consider how knowledge of the cost of a normal standard of living can affect standards of compensation. In the first place how are standards of compensation set up? (Having in mind people of moderate earning capacity.)

1. By obligation on the part of the employer when organization on the part of labor is powerful enough to command the rate and supply.
2. By mutual agreement on the part of employer and employees when there is an intelligent conception by both of the rights of each.
3. By thought and consideration on the part of intelligent employers who consider the welfare of their employees *as well as* their own interests.

4. By payment of what they call "going wages" on the part of thoughtless but not necessarily selfish employers. (These "going wages" have usually been going for twenty-five years or more and may originally have had some logical basis in the conditions that prevailed at the time of their establishment.)
5. By exploitation on the part of employer; the needs of the employee being used to reduce the compensation to the minimum.

With that portion of labor compensated by the first three methods named we need not concern ourselves. It usually commands a sufficient wage to maintain a normal standard at least.

From the body of labor whose destinies are controlled by thoughtless employers there would be new hope if upon their standards of compensation could be fixed the light of authoritative statement of what is necessary to a normal standard of living and what these essentials cost. To-day the wages of hundreds of thousands of porters, cleaners, drivers, deliverymen, clerks, and others, are fixed by employers on the basis of what they have been in the habit of paying, regardless of the cost of living or any other interest of the employee; and to-day the working conditions of hundreds of thousands are fixed by thoughtless employers without regard to the happiness or well-being of the employees. And I regret to say that among this group of offending employers may be found the managers of some of our charitable institutions and activities, although in the past few years there has been great improvement in this direction.

Individual cases illustrating the above situation have multiplied in my own experience; they might be cited here but time forbids.

For the thoughtless employer there must be an educational campaign based on knowledge; public opinion can only be formed when facts are produced. All our life of to-day is too much affected by attitudes of mind which originate in precedents and axiomatic sayings based on facts of years ago.

For the selfish exploiter of the dire needs of men and women there is nothing but the stern arm of the law. But law cannot be intelligently enacted unless there is knowledge of the conditions that demand it. Law fixing a minimum daily wage must be based on knowledge of the requisites of a normal standard of living and their cost in definite localities. We have decreed ~~the~~

conditions under which work of many kinds may be performed, and we have decreed those conditions in order that the lives of men and women may be prolonged. We have decreed in many places the physical and moral conditions under which men and women may live. And why stop short and not say that in that mutual relation of men and women we call labor, there shall be paid by the one to the other at least sufficient to maintain a family according to an established normal standard?

For the intelligence of employer and competence of employed society is responsible through its educational systems. For the exploitation of one by the other it is responsible through its legislation. For intelligent action in both directions we must have facts and facts can only be obtained by investigation by those who are competent and fair seekers for truth.

THE CHAIRMAN (continuing): The first paper on our program this evening is by a member of this Conference who is so well known that he needs no introduction. Dr. Frankel is going to talk to you on "The Relation Between Standards of Living and Standards of Compensation."

#### THE RELATION BETWEEN STANDARDS OF LIVING AND STANDARDS OF COMPENSATION BY DR. LEE K. FRANKEL.

At the meeting of the National Conference of Charities and Correction, held in Philadelphia in May last, the writer, as chairman of the committee on Needy Families, presented certain views in relation to the question of dependence which have a bearing on the subject of the paper presented to-day, and which for the sake of clearness, I desire to repeat at this time.

In the paper referred to the fact was brought out, as shown by the United States Census Bulletin on Benevolent Institutions, that there has been practically no increase in poverty in the United States, and that we have no cause to fear conditions of pauperism such as were known in England and others of the older European countries.

The charitable institutions, both private and public, throughout the United States, showed an increase of inmates of 553 for the fiscal year ending January 1st, 1904, a practically negligible quantity. From the figures obtainable in the report above referred to and from such other studies as could be made, it was found that the total cost of the dependent poor in the United

States was approximately \$50,000,000, or about sixty-two cents per capita. The greater part of this sum was expended for the care of the sick and for the support and maintenance of orphaned children, neither of whom can be classed as permanent charges. Permanent dependency, including the deaf and the blind required an outlay of only \$13,500,000.

In the paper referred to the writer hazarded the belief that such poverty as did exist was not the result to any extent of moral deterioration or degeneracy on the part of those who became dependent, but was due to two very distinct causes. One of these was the assumption on the part of the community at large (an assumption which has become historical) that poverty of some form or other has always existed and will continue to exist,—in other words that it is irremediable. This *laissez faire* attitude is well conveyed in the classic phrases: "The poor shall always be with you" — "The poor shall not cease out of the land." The second cause is due to existing conditions which compel those who have become impoverished to remain submerged and force other well-meaning and well-intentioned individuals, in spite of all efforts to the contrary, to enter the dependent classes.

On this belief a restatement of our philanthropic position was suggested. Instead of the classical, well known causes for distress which have gone through the text-books and which have become a permanent part of the literature of philanthropy, the writer grouped the causes of dependence under four distinct headings, in the belief that practically all dependency could thus eventually be classified. These four groupings are:

1. Ignorance.
2. Industrial inefficiency.
3. Exploitation of labor.
4. Defects in governmental supervision of the welfare of citizens.

To the student of the subject and to one who comes in daily contact with forms of poverty, it will be a comparatively simple matter to correlate under these four headings, such immediate causes as widowhood, orphanage, lack of work, and even intemperance and immorality. Summarized the conclusions which the writer drew may be classified as follows:

(1) Dependency and pauperism are abnormal to society and are remediable. The fact that they have existed in the past does not predicate that they must continue to exist in the future.

(2) If pauperism and dependency exist the responsibility for their continuance must be assumed by society, and must not be shifted to the poor, who are in many instances the victims of society, indifference and neglect.

(3) There is no growth of pauperism in the United States. Even the amount which exists can be minimized by legislation and by educating public opinion.

For the purpose of this session, it has been deemed advisable to make a study of certain dependent families, in the hope of ascertaining to what extent dependency was due to causes over which the dependent had no control.

In order to obtain this information, the writer made a study of 100 families who applied to the United Hebrew Charities for assistance for the first time during the fiscal year beginning October 1, 1905. It will probably be urged that 100 families is too few from which to draw any definite conclusion, nor is it the idea of the writer that any such conclusion can be drawn. I believe you will agree, however, that the facts which have been determined are at least distinctly suggestive and that the study thus made should be carried out along similar lines with other groups of individuals. It is more than likely that the conditions which maintain among the applicants for assistance at the above society are not precisely those which would be found among similar groups of applicants of the Charity Organization Society or the Association for Improving the Condition of the Poor. The results as obtained are given here in detail, in the belief that they will indicate, at least for this particular group, that a revision of our relief attitude is in order and that the work of philanthropic organizations in the future must be along the lines of prevention rather than of cure.

As above stated the 100 families applied for the first time for help in some form or the other after October 1, 1905. The records of these families, which were kept by the society, while fairly accurate, were not considered sufficiently conclusive for the study in question. For this reason a special investigation has been made of each one of these families, directed to ascertain not so much the immediate cause of distress, but to ascertain the underlying causes which produced the condition requiring the family to apply for assistance.

It seems somewhat remarkable that of the entire number the immediate causes of distress came under but four separate head-

ings. In sixty-two of these cases the immediate cause of distress was sickness. In fourteen cases the immediate cause of distress was widowhood; desertion on the part of the wage earner necessitated six of the dependent families to apply for assistance, and the remainder of eighteen families became dependent because of insufficient earnings or lack of work.

The purpose of this paper will be to analyze these families and to bring to your notice the particular facts in relation thereto which bear upon the topic under discussion:

"The relation of standards of living to the standards of compensation."

**SICKNESS.** Sixty-two of the 100 families, as stated above, applied to the United Hebrew Charities because of illness. In all but two of these cases the illness was that of the wage earner which used up any savings which the family might have had and eventually required outside intervention in order to keep the family together. It is significant that in eighteen out of the sixty-two cases the disease which afflicted the husband was tuberculosis. Eight of the wage earners suffered from rheumatism which incapacitated them for work; two from chronic heart disease; two had asthma; two cancer; three had intestinal catarrh; three general debility; two were ruptured; three were victims of operations, of which one was necessitated by an accident happening in the course of work; two were sufferers from lead poisoning; two became insane; four suffered from diseases of the abdominal tract and other diseases such as paralysis, pneumonia, typhoid fever, gall stones, disjointed spine, impaired sight had one victim each.

The occupation of these wage earners were as diversified as their illnesses. Eleven of the wage earners were tailors; thirteen pressers; six operators; five laborers; two carpenters; two painters; two peddlers; and there was one in each of the following trades: Restaurateur, conductor, teacher, lithographer, barber, printer, clerk, musician, driver, insurance agent, lens driller, tobacco stripper, leather cutter, stocking weaver, bottle washer, varnisher, rag sorter, clothing cutter, examiner, buttonhole maker and jobber.

The average length of residence in the United States was twelve years, the maximum being thirty years and the minimum five years. The average age of the husband and wage earner was thirty-nine years, the maximum being fifty and the minimum

twenty-four years. The average wages per week were \$8.80, the maximum (in one instance) being \$30 and the minimum \$3. Eighteen of the families had children who were wage earners, who were contributing to the families' support. In but one instance did the father carry life insurance which amounted to \$200. Two others had at some period carried life insurance policies, but were unable to meet the annual premiums. Ten had savings running from \$50 to \$600, which were used up for medical advice and other support during the period of illness prior to the period of dependency. Sixteen of the families belonged to lodges; eight belonged to benefit societies which gave burial expense only; ten of the families had belonged to benefit societies but were expelled owing to their inability to pay their dues. The standard of living prior to the time of application was poor in forty-two families, frugal in nine, fair in eight and good in three. Fourteen of these families had two children each; ten had three children each; twenty-one had four children each; eight had five children and nine had more than five.

WIDOWHOOD: Similar studies were made in the cases of destitution where the immediate cause of distress was widowhood. Careful inquiries made at the homes in reference to the deceased husband showed that the average length of residence in the United States had been fourteen years, the maximum being twenty-three and the minimum five years. It seems the saddest kind of a reflection on present conditions to realize that the average age of the husband at the time of death was thirty-eight years, the maximum being fifty-five and the minimum twenty-eight years. Four of these men were operators; two were painters; three were bakers; one a carpenter; one a presser, and one a purse maker. The average wages of these men for some period prior to their death was \$9 per week, the maximum being \$14, and the minimum being \$5. The diseases which produced death were tuberculosis in two instances; two had heart disease; one paralysis; one rheumatism; one intestinal catarrh; one gall stones; one erysipelas; one appendicitis; one was run over and killed and one died of typhoid fever. But one of these men carried life insurance amounting to \$200. Four belonged to lodges; in one family there were children who were wage earners. Three families had two children each; three had three children each; four had four children each, and four had more than four children each.

**INSUFFICIENT EARNINGS:** Eighteen of the 100 families that were studied required assistance because of the inability of the wage earner to make a living. The average length of time in the United States was fourteen years, the maximum being twenty-six and the minimum five years. The average age of the husband was thirty-seven, the maximum being fifty and the minimum twenty-three. Five of these men were operators; three were polishers; two were tailors; one was an oyster opener; one a cutter; one a glazier; one a carpenter; one a teacher; one a butcher; one a presser; one a clothing repairer. The average rate of wages per week was \$6.80, the maximum being \$12 and the minimum \$3. The physical condition of the wage earners was poor in five cases, good in twelve cases and fair in one case. The cause of insufficient earnings was in eight instances inefficiency, six low wages, and in four instances lack of work. Two of these families belonged to lodges; three belonged to benefit societies which gave burial expenses only; two were expelled from lodges for nonpayment of dues. Three of the families had contributing wage earners. The standard of living in fifteen families was poor and three frugal. Three of these families had two children; three had three children; four had four children; three had five children, and five had over five children.

**DESERTION.** Of the entire 100 families examined the only instances in which moral delinquency on the part of the husband could be found was discovered in this group. Even so it is difficult to determine, owing to the absence of the wage earner, the underlying causes producing such delinquency. For the lack of a better term, desertion in three instances is attributable to shiftlessness; in one instance to lack of work, and in one instance to insufficient earnings. One of the men was a gambler and general ne'er-do-well. The average length of residence in the United States was fifteen years, the maximum being twenty and the minimum eight years. Two of the men were operators; one a baster; one a peddler; one a carpenter; one a weaver. The average earnings per week were \$10.50, the maximum being \$20, and the minimum \$5. In one instance the family had savings amounting to \$400. The average age of the husbands was thirty-four years, the maximum being forty-two and the minimum being twenty-eight years. Two of these families had two children; one had three children; two had five children; and one family had seven children. The standards of living in three cases was poor, in one frugal, one fair and one good.



**HOURS OF WORK.** It has been found difficult to tabulate the hours of work per week in which the wage earners in these 100 families were engaged. This is largely owing to the fact that in the needle industries, there are dull and busy seasons. Those who were thus employed approximated three or four months during the year, in which they worked a minimum of forty-eight hours per week. Then the dull season of from three to six months and a slack season approximated three months during which they were idle.

Of the forty-nine individuals engaged in the needle industry, twenty men during the busy season worked from forty-eight to sixty hours per week. Twenty-one worked from sixty-six to seventy-two hours per week; seven men worked from eighty-four to ninety-six hours per week, and one man worked 120 hours per week. Many of these men during the busy season earned as high as \$18 or \$20 a week, which fell during the dull season to from \$7 to \$10 per week. During the idle season they of course earned nothing so that the average for this class of work during the year is from \$7 to \$10 a week.

Of all the trades in which these wage earners were engaged, that of baker seems to be the worst from the standpoint of overwork. The three bakers herein enumerated worked eighteen hours per day, seven days during the week. The barber who is recorded in the group of sickness was on duty ninety hours per week. The butcher was on duty eighty-eight hours per week and the waiter seventy-seven hours per week, working seven nights per week. In the other trades referred to above the working hours varied from forty-eight to sixty-six hours per week.

Conclusions from these figures must be drawn with care. Eight hours work in one trade might be equivalent to twelve hours in another, and the influences of what may appear to be excessive labor would be materially modified by the conditions under which the labor is carried on.

**CAUSES OF ILLNESS.** The question of drawing conclusions from the various illnesses which have been recited as producing incapacity or death is even more difficult and more delicate to formulate than to draw conclusions from the hours of labor, during which the wage earners in these families were employed. Each family has been carefully studied with respect to its income, with respect to the hours of labor, and so far as it was possible to obtain it, with respect to the surroundings in the home and in

the shops, factories and other places in which the wage earners were employed. Finally, a statement of the wage earner or of the member of his family most competent to judge was taken and in every instance where there was doubt as to the cause of illness these have been placed in the unknown column. The evidence seems to be conclusive, however, that the diseases from which these men suffered were produced, or if not produced at least aggravated by

Overwork in five instances.

By poor nourishment in fourteen instances.

By bad industrial surroundings in seven instances.

By overwork and bad industrial surroundings in four instances.

By overwork and poor nourishment in three instances.

By bad industrial surroundings and poor nourishment in two instances.

It seems hardly necessary to dilate upon these figures *in extenso*. The fact seems to be amply demonstrated that in nearly every instance the families that have been thus studied are victims of conditions, under which they were compelled to live, and the victims of industrial and economic environment which crushed them and which forced them into the ranks of dependents, notwithstanding any desire on their part to rise. It is significant that the ordinary causes of distress which are chargeable to the poor do not enter into consideration here. In but one instance was there a question of intemperance, the man eventually becoming insane. It should be remembered, however, that before he began to drink he was suffering from tuberculosis. None of these families even to-day exhibit any of the well known symptoms of pauperism. Some of them have remained and will continue to remain dependents, for the simple reason that they are unable, owing either to present illness or to widowhood, to firmly establish themselves and become independent. It is not at all difficult to understand how a baker, working in an unsanitary basement eighteen hours a day for seven days a week, must necessarily break down and become a physical wreck. It requires no stretch of the imagination to understand how a bottle washer in a brewery, who works in winter in a room where no heat is permitted and where the water froze on his boots, should become a victim of disease. It is easily conceivable how pressers and operators and tailors, working in unsanitary surroundings;

## CAUSES OF ILLNESS.

Case number.	Date of arrival in United States.	Occupation of husband.	Age of husband.	Average earnings of husband per week.	Nature of illness.	Overwork.	Improper nourishment.	Bad industrial surroundings.	Accidents.	Life insurance.	Savings.	Lodges, benefit societies, etc.	Ages of children.	Contribution of children to family exchequer.	Standard of living prior to illness.	SICKNESS.
1	1899	Operator.....	35	\$11 00	Pneumonia...	Yes...	.....	.....	.....	.....	.....	Yes...	Twins 12, 8, 6, 3, 1	.....	Poor...	Man worked for 96 hours a week during a period of 4 mos.; expelled from lodge for non-payment of dues; man died May '06.
2	1880	Operator.....	29	4 00	Tuberculosis...	.....	Yes...	.....	.....	.....	.....	.....	14 mos. 3 yrs. was.	.....	Poor...	Man in an advanced stage of tuberculosis; claims employer permits him to work because of his extreme need.
3	1895	Operator.....	50	4 50	Rheumatism...	?	.....	.....	.....	.....	.....	Yes...	22, 20, 16, 6, 7, 5	\$7	Poor...	Burial expenses only benefit of vetrin.
4	1894	Operator.....	30	15 00	Typoid.....	.....	.....	.....	.....	.....	.....	Yes...	10, 8, 6, 3, 1	.....	Fair...	Illness in this case that of wife and 3 children; man received 13 weeks benefit from lodge, endorsement of \$500.
5	1890	Operator.....	42	5 50	Asthma.....	.....	.....	.....	.....	.....	.....	Yes...	18, 13, 10, 8, 6, 4	4	Poor...	Man expelled from lodge for non-payment of dues after membership of 10 years.
6	1888	Operator.....	33	5 50	Chronic heart trouble	?	.....	.....	.....	.....	.....	Yes...	11, 9, 7, 4, 2	.....	Poor...	Condition aggravated by excessive hours of labor.
7	1886	Baster.....	30	9 50	Tuberculosis...	.....	.....	.....	.....	.....	.....	Yes...	8, 6, 4, 2	.....	Poor...	Man worked for a year after he was ordered to rest; died 5 mos. later.
8	1895	Cutter.....	24	12 00	Tuberculosis...	Yes...	.....	.....	.....	.....	.....	Yes...	15, 11, 3.	.....	Poor...	Expelled from lodge for non-payment of dues. Man died June '06; hurried by vetrin.
9	1899	Stocking weaver...	29	8 00	Nervousness...	.....	.....	.....	.....	.....	.....	.....	3, 1.....	.....	Frugal	Constant attention to machine caused nervousness; work too heavy; man later became button-hole maker, earning \$7 a week.
10	1894	Button hole maker.	47	3 50	Rheumatism...	?	Yes...	.....	.....	.....	.....	.....	14, 6.....	.....	Poor...	Bones of leg inflamed from constant pressure on machine; woman operated on 5 years ago for appendicitis; 2 years ago abscess of womb.
11	1901	Examiner.....	45	7 00	Tuberculosis...	.....	.....	.....	.....	.....	.....	.....	20, 16, 14, 9	6	Poor...	Man compelled to stand at work all day; girl, 20, debilitated from poor nourishment.

12	1899	Finisher	28	7 50	Laryngeal tuberculosis.	?					100	Yes.	7, 6, 2.	Post...	Savings spent for medical service; expelled from lodge for non-payment of dues.
13	1895	Tailor	23	8 00	Intestinal catarrh.						200	Yes.	8, 6, 4, 2.	Post...	Savings spent for medical attention; death benefit from lodge, \$500; no allowance during illness.
14	1896	Tailor	40	6 00	Tuberculosis.						200	Yes.	6, 3, 1.	Post...	Savings spent for medical service; lodge benefit at death, \$500.
15	1886	Tailor	48	15 00	Tuberculosis.						200		12, 11.	Fair...	Savings spent for medical attention; worked 66 hours weekly through year; died Feb., '06.
16	1897	Tailor	37	4 50	Tuberculosis.		Yes.					Yes.	15, 13, 11, 9, 6, 2.	Post...	Man unable to continue as tailor; now peddles wine, liquors, etc.
17	1889	Tailor	40	7 50	Tuberculosis.	Yes.	Yes.				100		18, 16, 13, 9	Post...	Earnings \$4 to \$5 per week. Savings expended for medical service; man worked 20 hours a day during busy season.
18	1886	Finisher	45	7 00	Paralysis.								20, 17, 15, 8	Post...	Man at one time earned \$20 to \$25 per week; not strong in recent years.
19	1895	Finisher	40	16 00	Tuberculosis.		Yes.				200	Yes.	16, 12, 9, 7, 6, 3, 1	Post...	Savings obtained by woman serving as janitress; same spent for medical service; man worked 7 days a week during busy season; above comb factory; comb fillings injurious.
20	1901	Presser	37	8 00	Gall stones.						50	Yes.	13, 10, 8, 1	Post...	Savings spent for medical service; vercin gives burial expenses only.
21	1900	Presser	26	4 00	Rheumatism of the heart.	Yes.	Yes.						12, 5.	Post...	Man worked in a small store, hence low rate of wage; woman has also become tubercular from lack of nourishment; man worked 72 to 96 hours weekly during busy season.
22	1897	Presser	47	6 00	Illness of child.							Yes.	9, 7, 3, 1.	Post...	Child 9, tubercular 5 years; child 3 died recently, enlargement of liver; vercin furnishes burial expenses.
23	1898	Presser	23	6 50	Rheumatism.	Yes.	?					Yes.	9, 2.	Post...	Death benefit of lodge.
24	1899	Presser	22	11 00	Amputation of two legs.		Yes.				200	Yes.	6, 2, 1.	Fair...	Savings expended for medical service; lodge gave sick benefit; condition of legs due to dampness of shop, causing ulcerated toes which spread through legs.
25	1880	Presser	28	9 50	Amputation of finger.				Yes.		400	Yes.	7, 6, 4, 1.	Fair...	Savings spent for medical attention; condition due to insect bite.

## CAUSES OF ILLNESS — (Continued).

Case number.	Date of arrival in United States.	Occupation of husband.	Age of husband.	Average earnings of husband per week.	Nature of illness.	Overwork.	Improper nourishment.	Bad industrial surroundings.	Accidents.	Life insurance.	Savings.	Lodges, benefit societies, etc.	Ages of children.	Contribution of children to family exchequer.	Standard of living prior to illness.	SICKNESS.
26	1886	Presser	41	\$7 00	Abdominal fistula	?	Yes					Yes	12, 11, 9, 6, 3		Poor	Expelled from lodge for non-payment of dues; worked until compelled to enter hospital
27	1896	Presser	32	4 00	Intestinal catarrh							Yes	8, 6, 3		Poor	Expelled from lodge for non-payment of dues; man now in Europe seen by U. H. C.
28	1901	Presser	38	4 50	Debility	Yes	Yes					Yes	20, 17, 14, 11	-\$5	Frugal	Boy 20, waiter, works 12 hours per night 7 nights per week for \$12 a month and makes money.
29	1876	Presser	50	7 00	Tuberculosis	?	Yes					Yes	28, 28, 22, 20, 18, 14, 13, 12, 10, 8, 4, 2		Fair	Children support father; man worked as presser for 24 years; wage-earning son also has tuberculosis.
30	1893	Presser	45	20 00	Rheumatism								14, 13, 11, 8		Fair	Family had grocery, saved enough to buy a house; had bought coal yard which proved failure; now presser; woman tubercular—lack of nourishment.
31	1893	Musician	35	30 00	Tuberculosis	?				Yes	\$600	Yes	9, 5, 4		Good	Savings spent for medical service; life insurance drawn to date; vermin gives no benefit.
32	1896	Jobber	44	6 00	Insanity							Yes	13, 10		Poor	Man suffered from cat disease for 3 years; vermin gave no benefit which is not a law of the society.
33	1890	Driver	42	8 00	Inflammation of thigh bone.	?							17, 9	4	Frugal	
34	1882	Restaurateur	49		Disjointed spine.						4,500		3, 1		Good	Man did work of several people in order to save money; hence result, spent entire amount for medical attention.

35	1892	Conductor	28	12 00	Abdominal					6, 4	Fair	Man industrially inefficient; wife has been ill for a year.
36	1897	Teacher	48	3 00	Asthma					14, 13	Poor	Man industrially inefficient.
37	1883	Rag sorter	38	7 00	Tuberculosis	Yes	Yes			12, 10, 8, 2	Poor	Man industrially inefficient; girl, 19, sewer, debilitated from constant stooping.
38	1890	Rag peddler	50	5 00	Debility	Yes	Yes			19, 16, 13, 10	Poor	
39	1901	Peddler	40	6 00	Debility	Yes	Yes			10, 4, 1	Poor	
40	1896	Insurance agent	33	8 00	Insanity			Yes		5, 4, 3, 1	Frugal	Illness caused by shock; life insurance and part payment on lots forfeited for non-payment of dues.
41	1898	Lens driller	40	14 00	Cancer	?				14, 7, 2	Fair	Boy 19, tobacco worker, suffering with kidney trouble; does not earn enough for his own support.
42	1899	Tobacco stripper	45	8 00	Rheumatism	?	Yes			19, 17, 12, 11, 10, 9, 8, 2	Poor	
43	Nat.	Leather cutter	31	8 50	Rupture					4, 2	Frugal	
44	1888	Harbor	40	8 00	Chronic intestinal catarrh	?				17, 6	Frugal	Man obtained loan from friend; opened a room where he works for himself, receiving 5 cents a share; nets same amount as formerly, but is not compelled to work steadily in his weak condition; on duty 90 hours weekly.
45	1887	Lithographer	45	22 00	Tumor					18, 14, 12, 10	Good	Man seated all day.
46	1890	Printer	45	12 00	Rheumatism	Yes	Yes			21, 16, 13, 12, 10, 9, 7, 5, 2, 1	Poor	Constant attention to machine as feeder and presser caused man's eyesight to become impaired, worked standing all day; boy 21, leather worker, is debilitated.
47	1901	Carpenter	30	8 00	Temporary illness					10, 7, 5, 2	Poor	Man industrially inefficient.
48	1897	Carpenter	47	6 00	Tuberculosis	Yes				16, 13, 12, 10, 8	Poor	Man became discouraged, began drinking, later became insane.
49	1901	Bottle washer	42	8 00	Rheumatism	Yes	Yes			19, 17, 15, 12, 10, 7	Poor	Man compelled to work on wet floor; worked in brewery, no heat being permitted even in winter; water freezing on his knees. Girl 17, has had constant hemorrhages for a year and unable to work. Verdin gives burial expenses only. Lodge benefit?
50	1894	Painter	38	12 00	Plumbism		Yes			12, 8, 6, 4, 1	Poor	
51	1899	Painter	28	7 00	Painter's colic		Yes			4, 2	Frugal	
52	1892	Varisher	40	13 00	Temporary illness			Yes		13, 12, 11, 9	Frugal	Life insurance, \$200; death benefit of bodge.
53	1900	Laborer	41	4 00	Tuberculosis		Yes			9, 3, 1	Poor	

## CAUSES OF ILLNESS—Concluded.

Case number.	Date of arrival in United States.	Occupation of husband.	Age of husband.	Average earnings of husband per week.	Nature of illness.	Overwork.	Improper nourishment.	Bad industrial surroundings.	Accidents.	Life insurance.	Savings.	Lodges, benefit societies, etc.	Age of children.	Contribution of children to family exchequer.	Standard of living prior to illness.	SICKENESS
54	1897	Laborer.....	50	\$7 00	Tuberculosis	.....	Yes..	.....	.....	.....	.....	Yes..	18, 14, 11, 9	\$3	Poor...	Family lived in Brooklyn; man walked across bridge daily to save car fare. Verdin gives burial expenses only Seltzer bottle burst in man's hand while at work.
55	1901	Laborer.....	33	10 00	Operation.....	.....	.....	Yes..	Yes..	.....	.....	.....	9, 7, 3, 1	.....	Frugal.	Expelled from lodge for non-payment of dues.
56	1901	Laborer (paint fac.)	35	8 00	Tuberculosis	.....	Yes..	Yes..	.....	.....	.....	Yes..	13, 12, 10, 9, 1	.....	Poor...	Man carried heavy boxes which proved a strain on him.
57	1896	Laborer (saw fac.)	45	6 00	Tuberculosis	.....	Yes..	?	.....	.....	.....	Yes..	9, 7, 5, 4	.....	Poor...	Man stands all day; walked from Brownsville to save outfare; expelled from lodge for non-payment of dues.
58	1877	Presser.....	40	7 50	Rheumatism..	.....	.....	.....	.....	.....	.....	Yes..	12, 10, 9, 6, 1	.....	Poor...	Verdin gives burial expenses only.
59	1890	Clerk.....	42	10 00	Ruptured.....	.....	.....	.....	.....	200	.....	Yes..	14, 13, 12, 9	.....	Poor...	Expelled from lodge for non-payment of dues after 18 years membership; wife died 1904; oldest daughter at home to care for family.
60	1889	Finisher.....	46	4 00	Impaired sight	?	Yes..	.....	.....	.....	.....	.....	13, 12, 9, 7	.....	Poor...	
61	1886	Presser.....	50	7 00	Cancer.....	?	.....	.....	.....	.....	.....	Yes..	19, 13, 9, 8, 7	.....	Poor...	
62	1900	Tailor.....	24	6 00	Abdominal swelling.....	Yes..	Yes..	.....	.....	.....	.....	.....	22, 20, 16	3	Poor...	Girl 24 is the support of this family; father died before family came to U.S. Second girl 16, ill for six months; general debility; son 20, suffers from plumbism, unable to work.

# CAUSES OF ILLNESS.

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Case number.	Date of arrival in United States.	Occupation of husband.	Age of husband.	Average earnings of husband per week.	Cause of desertion.	Savings.	Ages of children.	Contribution of children to family exchequer.	Standard of living prior to man's desertion.	DESERTION.
1898	1896	Weaver.....	28	\$20 00	Shiftlessness.....	\$400 00	6, 5, 1.....	.....	Good.....	Man returned after absence of 2 months, having obtained a position.
2	1896	Carpenter.....	42	15 00	Temporary lack of work.....	.....	19, 17, 13, 11, 9, 7, 2.....	\$7.....	Fair.....	.....
3	1892	Peddler.....	30	8 00	Shiftlessness.....	.....	4, 2.....	.....	Poor.....	.....
4	1896	Rader.....	40	8 00	Insufficient earnings.....	.....	12, 9, 7, 5, 4.....	.....	Poor.....	.....
5	1898	Operator.....	30	5 00	Insufficient earnings.....	.....	8, 6, 4, 2, 1.....	.....	Poor.....	Man a gambler.
6	1888	Operator.....	34	8 00	Shiftlessness.....	.....	6, 4.....	.....	Frugal.....	.....



Case number.	Date of arrival in United States.	Occupation of husband.	Age of husband.	Average earnings of husband per week.	Cause of death.	Overwork.	Improper nourishment.	Bad industrial surroundings.	Accidents.	Life insurance.	Savings.	Lodges, benefit societies, etc.	Ages of children.	Contribution of children to family exchequer.	Standard of living prior to husband's death.	WIDOWHOOD.
1	1886	Painter.....	55	\$9 00	Paralysis.....	.....	.....	.....	.....	.....	.....	.....	23, 20, 19.	?	Fair....	Children support home; were in debt at father's death.
2	1883	Painter.....	42	10 00	Measles.....	.....	.....	.....	.....	\$200	.....	.....	18, 14, 10, 9, 6, 1	\$3	Poor....	Insurance used for clothing and necessary house furnishings; same previously pawned.
3	1891	Threshing.....	34	20 00	Bright's disease.....	.....	.....	.....	.....	.....	\$300	Yes....	14, 11, 9, 6, 4, 1	.....	Good....	Expelled from lodge for non-payment of dues; savings expended for medicines.
4	1896	Dyer.....	22	6 00	Rheumatism.....	.....	.....	Yes....	.....	.....	.....	.....	10, 7, 5, 2.	.....	Poor....	Worked in damp cellar filled with naphtha fumes.
5	1901	Baker.....	42	7 00	Chronic heart disease.....	Yes....	Yes....	Yes....	.....	.....	.....	.....	8, 4.....	.....	Poor....	Worked 7 days per week, until 8 days before death, 18 hours per day; was not strong, did not give sufficient service.
6	1886	Baker.....	36	14 00	Tuberculosis.....	Yes....	.....	Yes....	.....	.....	.....	\$100	10, 7, 5, 3.	.....	Poor....	Man worked 7 days a week, 16 to 18 hours a day (basement work).
7	1899	Baker.....	37	14 00	Heart failure.....	Yes....	Yes....	Yes....	.....	.....	.....	.....	11, 9, 5, 2.	.....	Fair....	Man worked 7 days a week, 16 hours daily (in basement); died suddenly from overwork.
8	1882	Carpenter.....	42	8 00	Typhoid.....	.....	.....	.....	.....	.....	.....	.....	20, 18, 12, 3	?	Poor....	Girl of 20, imbecile, at home; boy of 18 shows symptoms of tuberculosis from overwork.
9	1891	Operator.....	35	8 00	Intestinal catarrh.....	.....	.....	.....	.....	.....	.....	46	8, 6, 3.....	.....	Poor....	Man ill 3 years; worked until 10 days before death.
10	1893	Operator.....	23	5 00	Gall stones.....	.....	.....	.....	.....	.....	200	.....	5, 1.....	.....	Frugal.	Man refused to submit to operation.
11	1884	Operator.....	46	7 50	Erysipelas.....	.....	.....	.....	.....	.....	.....	.....	14, 3, 6.....	.....	Poor....	Children have each received \$200 from lawsuit, also support until suit was ended.
12	1891	Presser.....	40	5 00	Killed.....	.....	.....	.....	Yes....	.....	.....	Yes....	11, 7, 5.....	.....	Poor....	
13	1887	Operator.....	22	5 00	Appendicitis.....	.....	.....	Yes....	.....	.....	.....	.....	10, 6, 4, 1.	.....	Frugal.	Man worked in basement shop without ventilation.
14	1900	Firemaker.....	36	7 50	Tuberculosis.....	.....	.....	.....	.....	.....	.....	.....	7, 2.....	.....	Poor....	

Case number.	Date of arrival in United States.	Occupation of husband.	Age of husband.	Average earnings of husband per week.	Cause of inability to provide.	Physical condition of husband.	Cause of poor physical condition.	Lodges, benches, societies, etc.	Ages of children.	Contribution of children to family expenditure.	Standard of living.	INSUFFICIENT EARNINGS.
1	1886	Oyster opener	36	\$8 00	Industrial inefficiency.	Poor	Insufficient nourishment	Yes	10, 9, 7, 5, 1, 2, 1	.....	Poor	Employment not steady. Expelled from lodge for non-payment of dues.
2	1886	Peddler	28	3 00	Industrial inefficiency.	Good	Insufficient nourishment	.....	20, 16, 12, .....	\$3	Poor	GRI 16, domestic, makes no contribution.
3	1901	Peddler	50	3 50	Industrial inefficiency.	Poor	Insufficient nourishment	.....	14, 12, 7, .....	.....	Poor	Death benefit of lodge \$500.
4	1882	Peddler	50	5 50	Industrial inefficiency.	Poor	Insufficient nourishment	Yes	14, 13, 12, 6, .....	.....	Poor	Man worked 77 hours a week during 7 nights.
5	1883	Walter	42	12 00	Temporary lack of work	Good	.....	.....	14, 13, 10, 8, .....	.....	Frugal	Verein gives burial expenses only.
6	1888	Glazier	45	9 00	Temporary illness.	Fair	Strained leg	Yes	11, 10, 8, 5, 1, .....	.....	Frugal	Wife anaemic for lack of nourishment.
7	1901	Carpenter	42	7 00	Industrial inefficiency	Good	.....	.....	10, 5, 3, 1, .....	.....	Poor	Death benefit of lodge \$500.
8	1899	Teacher	36	8 00	Industrial inefficiency	Good	.....	Yes	15, 12, 8, 3, .....	.....	Poor	Man is on duty 88 hours a week.
9	1894	Butcher	36	9 00	Low rate of wages.	Good	.....	Yes	15, 11, 9, 7, .....	.....	Poor	Death benefit of lodge \$500.
10	1890	Presser	45	6 50	Industrial inefficiency.	Good	.....	Yes	18, 14, 13, 5, .....	4	Frugal	Expelled from lodge for non-payment of dues.
11	1890	Tailor	40	9 00	Temporary lack of work	Good	.....	Yes	10, 9, 7, 6, 4, .....	.....	Poor	Death benefit.
12	1888	Tailor	29	7 00	Low rate of wages	Good	.....	.....	3, 1, .....	.....	Poor	Benefit of verein on death of member—tax per capita.
13	1901	Operator	23	6 00	Low rate of wages	Good	.....	Yes	10, 8, 5, .....	.....	Poor	Benefit of verein on death of member—tax per capita.
14	1888	Operator	30	5 00	Low rate of wages	Good	.....	Yes	11, 8, 5, .....	.....	Poor	Man worked at a machine for 20 years. Benefit of verein on death of member—tax per capita.
15	1888	Operator	32	7 00	Low rate of wages	Poor	Overwork	Yes	4, 2, .....	.....	Poor	Family lived for 15 years in England, not hampered by lack of knowledge of the English language.
16	1897	Operator	25	7 50	Temporary lack of work	Good	.....	.....	17, 15, 13, 11, .....	5	Poor	Until 2 years ago man earned on an average of \$5.50 per week but became too weak to work as quickly as formerly.
17	1901	Repairer	40	6 00	Industrial inefficiency	Good	.....	.....	10, 8, 7, 5, .....	.....	Poor	
18	1897	Operator	42	4 00	Low rate of wages	Poor	Overwork	.....	12, 11, 9, 6, 4, 2, 1	.....	Poor	

THE CHAIRMAN: Owing to the close relation of Dr. Frankel's paper and that of the next speaker, Miss Caroline Goodyear, of New York, and with the consent of the two gentlemen who have been invited to lead the discussion on this subject it has been determined to change the order of the program. It has been decided to have Miss Goodyear's paper follow Dr. Frankel's at once, grouping the discussion of the reports or papers into one discussion.

Miss Caroline Goodyear, of New York, District Agent of the New York Charity Organization Society, will now speak to us on the subject of "A Study of the Minimum Cost of an Adequate Standard of Living."

A STUDY OF THE MINIMUM PRACTICABLE COST OF AN ADEQUATE STANDARD OF LIVING IN NEW YORK CITY. BY CAROLINE GOODYEAR.

It will be evident that this study is distinctly from the standpoint of the administration of relief and is concerned primarily with the standard of living for the maintenance of which relief is necessary and desirable. In cases where the cause of distress is such as to interfere seriously with the inherent earning capacity of the family and to reduce it permanently below the point at which it is possible to procure the material necessities of a wholesome and reasonably comfortable home life, the policy of supplementing the income in some way so as to re-establish normal conditions is that indicated by far-sighted economy. In behalf of this class of applicants, of which the destitute widow with young children is typical, the two questions which logically suggest themselves at the outset of the course of treatment—aside from the still more difficult problem of the method of administering the relief,—are the following: First, what is the minimum income which is sufficient for all the reasonable needs of the particular family—and second, whence shall it be obtained, or, what share, after developing, economizing and utilizing the inherent powers and natural resources of the family, remains to be supplied by charity. Unfortunately, the answer to the second question seems sometimes to be attempted before the first is definitely settled, and the result is an inconsistent and unintelligible policy which is disastrous in its effects. To analyze the difficulties of the former question and attempt to estimate the necessary cost of a reasonable standard is the object of this

The primary consideration governing the amount of the necessary income is of course the constitution of the family — with age, sex, occupation and health of each member — and in relation to this membership each of the following items must be considered in turn, namely, rent, food, clothing, fuel, light, recreation and incidentals. The margin for sickness and other emergencies which is essential in a family which is to remain fully self-supporting may be left out of account for the time in estimating the needs of a family which is acknowledged to be permanently dependent (as the necessary expense of such emergencies must always depend upon the particular circumstances of the case and can only be met as they arise). Neither need the pros and cons of insurance, union dues, church contributions, etc., be entered upon here. In the matter of savings, however, while for the dependent family as a whole they do not in the nature of the case exist, it seems right to remark in passing that those of the older sons and daughters, after they have paid in a fair price for board and met their other personal expenses, should not be encroached upon, and they should be encouraged to save for the establishment of future homes of their own. The recognition of their rights in this direction would often tend to prevent deception, estrangement, and reckless marriages, and the perpetuation of dependency in the following generation.

#### RENT.

To take up the above list of items in order, *rent* is of course one of basic importance, the housing conditions affecting not only the physical, but the mental, moral and social welfare of the family. The temptation to overcrowding is in New York City an almost irresistible one and the difficulty of securing a reasonable standard in the matters of light, ventilation and privacy, is not by any means confined to dependent families. Among the latter the extent to which body and soul are poisoned by this cause is simply incalculable. Vermin and the filth-diseases, tuberculosis, the impairment and loss of sight, and the necessity laid upon young men and women of seeking their social life outside of the home, are some of the more conspicuous symptoms of the trouble. Even the common saying that "Cleanliness is cheap" is painfully untrue as regards the New York tenement house and a really normal home life is beyond the reach of its inhabitants. Four dollars per month for each room in apartments of five rooms or less is about the minimum at which decency can be secured. Flats at this price rarely include either bath, heat, or private

and it is necessary to make careful selection among them in order to find rooms that are free from demoralizing environment or from serious defects of lighting, sanitation and repair. While the children are very young, light and ventilation are to be considered rather than primarily the number of rooms, but as they grow older the consideration of privacy becomes more and more important, not only for the sake of a proper personal reserve, but to avoid an undue nervous friction which in many families is a deep-seated cause of trouble. It would seem that reasonable comfort can hardly be attained for a family of average size until there is at least one room besides the kitchen which is not ordinarily used as a sleeping room, though the common experience in most New York homes that an extra room is usually occupied by a more or less permanent guest or lodger may suggest the inexpediency of too great liberality in this direction. The presence of a permanent invalid, especially of a consumptive, will usually necessitate a higher rent than need otherwise be paid, in order to protect the health of the rest of the family.

### Food.

The necessary cost of proper *food* is the most difficult division of the problem, chiefly from the difficulty of determining what constitutes an adequate standard as to quantity and variety. Both seem to be largely a question of habit and both vary according to the special circumstances of the family. Good management is important to prevent waste, and good cooking is necessary to render even the best of material attractive and digestible. It seems to be a fact that children up to about six years of age thrive on the simplest and least expensive diet and if they have an abundance of milk, cereal, bread and butter, and soup, are well nourished; but above that age they begin to show the need of a larger proportion of tissue-building nutriment such as is contained in the flesh foods, which are of course more expensive. In the case of adults the nature of the occupation is one of the first considerations. Where there is plenty of active exercise and digestion is good, dried beans and peas are a cheap and excellent substitute for meat, but once or twice a week is as often as they should be served continuously. Stew meat, heart, liver, tripe, salt-codfish, etc., afford much more nourishment in proportion to cost than the higher priced cuts of meat, and with skillful buying a good variety can be obtained for an average of less than ten cents per pound.

tables and fruit cost more in proportion to the actual

quantity of nutriment contained, than any of the above mentioned foods, but a more generous allowance for such things would go far in the direction of a remedy for the various forms of indigestion which are so often found where the diet is too strictly limited.

In order to learn something of the prices and variety of foods commonly used by the poor of our own race in New York City, about 100 families were visited by the writer during the summer of 1905, almost all more or less dependent upon charitable aid. The prices found to have been most commonly paid for some staple articles are as follows:

Tea, 25 cents to 60 cents, usually 35 cents per pound.

Coffee, 15 cents to 30 cents, usually 25 cents per pound.

Bread,  $2\frac{1}{2}$  cents to 5 cents for a one-pound loaf.

Milk, in bulk, 4 cents to 5 cents per quart.

Butter, 23 cents per pound.

Eggs, 25 cents per dozen.

Sugar,  $3\frac{1}{2}$  pounds for 23 cents.

Oatmeal,  $3\frac{1}{2}$  pounds for 10 cents.

Rice, 6 cents per pound.

Tapioca, 8 cents per pound.

Dried beans or peas, 8 cents per quart.

Macaroni, 4 cents to 12 cents, usually 8 cents per pound.

Cheese ("store"), 16 cents per pound.

Canned tomatoes, 6 cents to 8 cents per can.

Dried apples, 10 cents to 12 cents per pound.

Prunes, 9 cents to 10 cents per pound.

The prices of fresh vegetables were baffling, for no definite standard of measurement could be found, the huckster's call for spinach "ten cents a whole lot" being a fair instance of the general vagueness. Eight cents a basket for potatoes, ten cents a pail for string beans, left one still in uncertainty as to the actual price, for the "baskets" are of many sizes and the "pails" even when of the same height and circumference have their bottoms at varying distances from the tops.

As to meats, four cents per pound bought beef's heart and occasionally, in the large markets, acceptable stew meat; six cents bought tripe; eight cents, chuck steak, liver, neck and breast of mutton or veal, corned beef, California ham, or fresh cod; ten cents, flank steak, chopped beef or leg of mutton; twelve cents, loin chops, pork chops, veal cutlets or shoulder, or fowl. For salt pork and bacon the usual price was fourteen cents, and for ham,

round steak and Frankfurt or Bologna sausage, sixteen cents was paid.

Milk being one of the most important items the difference in price between "loose" and bottled milk is a very serious matter. The use of the former was found almost universal among the families visited, and although in theory one would hesitate to advocate it, I have certainly noticed more benefit from its abundant use than ill effects from its poor quality.

Canned goods and ready-cooked foods from the delicatessen store are generally recognized by the poor as extravagant but they are sometimes a boon to the doubly burdened breadwinning mother who after her day's work must prepare the family meal before she rests and who without them would seldom have either time or strength for any but fried food.

It has been my experience that under the discipline of a small but *regular* income many women who would be demoralized by fluctuations become practical scientists in economical management. I have before me the actual food purchases for one week of a certain Mrs. H., who was earning about \$5 a week, and was trying to support three children. The amount expended is \$2.87. Tea, coffee, butter and fruit are entirely lacking, and the prices paid are the result of keen "bargain hunting," and the cheerful acceptance of inferior grades of food. Fully 50 per cent. more money is needed to supply the proper quantity, quality, and variety. I may add that this is a case in illustration of some of the practical difficulties in the way of administration of adequate relief. The family has been moved much against the woman's will out of a basement so unsanitary that it might well be called a death-trap, but the aid necessary to maintain the higher standard, although urged upon her with all the arguments at our command, is so preying upon her mind that she has twice, against our explicit warning, injured herself by overwork, she has repeatedly begged to be allowed to move back into a basement, or to crowd a lodger into her three rooms, and within a few weeks the family have barely escaped ptomaine poisoning from the use of oiled meat.

Itemized estimate amounting to \$4.54 is submitted for an	
adequate week's supply of food for such a family as that of Mrs. H.	
Meat and fish, 7 pounds per week, average 8 cents pound.	\$0 56
Bread (2 loaves daily, at 4 cents).....	56
Crackers or macaroni, 1 pound.....	08
Pounds .....	10

Cereals, including rice, 4 pounds.....	\$0 12
Milk (3 quarts daily, at 5 cents).....	1 05
Butter, $\frac{1}{4}$ pound daily, at 23 cents.....	41
Eggs, 1 dozen .....	25
Tea or coffee .....	12
Sugar, $3\frac{1}{2}$ pounds .....	21
Beans or peas (dried).....	08
Potatoes, $3\frac{1}{2}$ quarts, at 7 cents .....	25
Other vegetables .....	50
Fruit .....	25
	<hr/>
	\$4 54
	<hr/>

The presence of a working man would add from \$1.50 to \$2 a week to the amount of this estimate.

#### CLOTHING.

The cost of clothing, especially for the girls, is comparatively light in families where the mother is free to devote her time directly to the care of the household. The processes of making over and handing down are carried so far in some thrifty families that only the full grown members can ever rejoice in new materials, and daily recourse to the washtub may maintain a fair standard of cleanliness even where the changes are few. But these miracles should not be expected from the mother who must also earn the daily bread. If her employment is in private families, however, she may often receive gifts of partly worn clothing which being usually of much better material than she could buy new, are very valuable to her. Shoes are always regarded as rich prizes, even when very shabby. The price most commonly paid for school shoes is \$1.25 per pair, and I have it on the authority of more than one careful mother that these need mending at the end of two or three weeks and although the second soles last a little longer than the first, the shoes can seldom be made to last longer than six weeks to two months in all. The mending costs from thirty-five to sixty cents, which makes the annual cost for each child at least \$10. I have recently heard a good word spoken for the shoes made at the N. Y. C. P. which at the same price are said to last much longer. I have no figures showing the comparative economy of higher priced shoes.



An itemized estimate of the annual cost of clothing, which applies to cases where every article must be bought ready made, is submitted. It is based upon the experience of women in whose thrift and judgment the writer has confidence. The prices named are probably in many cases sweat-shop prices.

Annual cost of clothing for boy in knee pants:

1 suit, including 2 pairs pants.....	\$3 50
1 pair pants extra.....	49
1 overcoat . . . . .	3 50
1 hat, 25 cents, 1 cap, 25 cents.....	50
2 shirtwaists, at 50 cents.....	1 00
6 shirtwaists, at 25 cents.....	1 50
2 pairs overalls . . . . .	1 00
2 suits winter underwear . . . . .	1 00
3 suits summer underwear.....	1 50
8 pairs stockings, at 15 cents per pair.....	1 20
4 underwaists, at 15 cents.....	60
3 nightshirts . . . . .	1 50
1 pair hose-supporters . . . . .	25
6 handkerchiefs, at 5 cents.....	30
4 neckties, at 10 cents.....	40
6 pairs shoes, at \$1.25.....	7 50
6 mendings . . . . .	3 00
	<hr/>
	\$28 74
	<hr/>

Annual cost of clothing for boy in long trousers:

2 suits, at \$6 . . . . .	\$12 00
2 extra trousers . . . . .	2 00
1 overcoat . . . . .	5 00
2 hats . . . . .	1 00
6 shirts, at 50 cents.....	3 00
2 sweaters, at 75 cents.....	1 50
2 pairs overalls, at 50 cents.....	1 00
2 jumpers, at 50 cents . . . . .	1 00
2 suits winter underwear.....	1 60
3 suits summer underwear.....	2 40
8 pairs half hose, at 15 cents.....	1 20
3 nightshirts . . . . .	1 50
1 pair suspenders . . . . .	50
4 handkerchiefs . . . . .	60

Neckties . . . . .	\$0 50
4 pairs shoes, at \$2 . . . . .	8 00
4 mendings, at 75 cents . . . . .	3 00

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\$45 80

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## Annual cost of clothing for girl in short dresses:

2 woolen dresses, at 98 cents . . . . .	\$1 96
3 wash dresses, at 98 cents . . . . .	2 94
1 winter jacket . . . . .	3 50
2 hats . . . . .	75
4 underwaists . . . . .	40
4 petticoats . . . . .	80
2 suits underwear (winter) . . . . .	1 80
3 suits underwear (summer) . . . . .	1 05
6 pairs stockings, at 15 cents . . . . .	90
1 pair mittens . . . . .	50
6 pairs shoes, at \$1.25 . . . . .	7 50
6 mendings . . . . .	2 40
1 pair rubbers . . . . .	50
1 pair hose supporters . . . . .	13
4 nightgowns . . . . .	1 00
4 aprons . . . . .	1 00
Hair-ribbons . . . . .	20
12 handkerchiefs . . . . .	60

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\$27 43

Estimate further cost for older girl . . . . . 10 70

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\$38 13

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A combination of sharp bargaining, home manufacture, and diligent mending, may reduce the bill for the girls about 16 2-3 per cent. and for the boys about 8 per cent.

## FUEL.

The cost of fuel is less affected than other items by the size of the family, but it varies according to the number of rooms to be heated, according to whether the entire family is regularly away from home during a large part of the day, whether washing is taken in, etc. From November 1 to May 1, two tons of coal is

a fair average allowance for a family occupying four rooms, and one-half ton more will suffice for an occasional fire for the family laundry work, etc., during the warmer half of the year, gas being preferable at this season for cooking. The cost of kindling wood in some cases is largely saved by collecting broken boxes and other waste from storekeepers. A two-cent bundle will seldom do more than kindle one fire in an ordinary stove.

It would perhaps be excusable to evade the responsibility of hazarding an opinion on gas bills just at present. Two women of my acquaintance agree in estimating the cost of lighting by gas at about seventy-five cents a month at this season, but I am convinced that even at eighty cents per 1,000 feet this is not enough where sewing, ironing, or studying is done in the evening. One of these women is a seamstress and in order to get near enough to her light to sew by it, she takes her seat on the dining table. It is hardly surprising that her sight is beginning to fail.

#### INCIDENTALS.

The heading "Incidentals" is intended to cover especially the cost of maintaining cleanliness and repair, which, not including cobblers' bills, is estimated at \$5 to \$6 per month. The importance of this division of the family budget needs emphasis, because it is in danger of being overlooked, and the consequent running down of the home is sometimes unfairly diagnosed as lack of thrift.

Following is a list of the actual expenditure in this line for one month of a French family of five living on an income of about \$15 per week.

Washing materials .....		\$0 50
Soap and soapine .....	\$0 20	
Washing soda .....	15	
Starch .....	05	
Bluing .....	10	
<hr/>		
Sewing materials .....		38
Spool cotton .....	\$0 02	
Needles .....	04	
Tape .....	14	
Elastic .....	10	
Crochet cotton .....	04	
Vest buttons .....	04	
<hr/>		

Home remedies . . . . .		\$0 60
Castoria . . . . .	\$0 25	
"Tincture" . . . . .	05	
Talcum powder . . . . .	10	
Throat tablets . . . . .	10	
Acid oxalic . . . . .	05	
Chloride of lime . . . . .	05	
<hr/>		
Utensils . . . . .		8 40
Sponge . . . . .	\$0 05	
Can opener . . . . .	08	
Wire for fire escape . . . . .	45	
Gas stove . . . . .	1 69	
Stove wick . . . . .	04	
Pitcher . . . . .	05	
Fly netting . . . . .	12	
Clothes line . . . . .	58	
Pulley . . . . .	05	
Clothes pins . . . . .	10	
Matches . . . . .	02	
Savings bank . . . . .	07	
Sharpening scissors . . . . .	10	
<hr/>		
Barber . . . . .		60
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Total . . . . .		\$5 48
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## RECREATION.

Recreation, although an important item, need not be an expensive one for as a general rule its value is in inverse proportion to its cost, and if the family is supplied with proper clothing, a great deal of social pleasure can be enjoyed without expense. Car fares, however, should be allowed for occasional visits to friends and relatives, for country excursions in summer, visits to museums, picture galleries, etc., in winter, and so forth. For a family consisting of man, wife and three children two weeks' country board in summer would cost not less than \$15 per week besides railroad fares, but as the home expense of food would be saved during that time the entire extra expense of such an outing need not perhaps exceed \$20.

In this connection the necessity for a certain amount of leisure,

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especially for the wife and mother, should be mentioned. At least let her evenings be kept free from any pressure of work and let her night's rest be undisturbed by the presence of children in her bed for lack of sleeping room elsewhere.

### ESTIMATE FOR DEPENDENT WIDOW AND THREE CHILDREN.

Consistently with the foregoing the annual expenses for a dependent widow with three children would be estimated about as follows:

Rent, 4 rooms at \$16 per month.....	\$192 00
Food, \$4.50 per week .....	234 00
Ice, 5c. a day for 4 months.....	6 00
Clothing:	
Woman .....	\$38 13
Boy .....	28 74
2 girls .....	54 86
	<hr/>
	121 73
Fuel and Light:	
2½ tons coal, at \$6.50.....	\$16 25
Wood .....	3 75
Gas .....	24 00
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	44 00
Car fares, estimated at 60c. per week.....	31 20
Insurance, estimated at 30c. per week.....	15 60
Incidentals .....	60 00
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Total, \$13.55 per week.....	\$704 53
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### ESTIMATE FOR A FAMILY OF FIVE.

The expenditures for the typical *self-supporting* family (consisting of man, wife and three children of school age)—it being understood by this phrase "self-supporting" that the family is to remain permanently independent of any charitable assistance whatsoever, medical, recreational, or other—must be computed on a considerably more generous scale, in order to allow a margin for savings, illness, etc. About 10 per cent. could usually be saved on the foregoing estimate for clothing, as the mother could give it more attention.

The following estimate for such a family is submitted:

Rent, 4 rooms and bath, \$18 per month.....	\$216 00
" including ice, about \$7 per week.....	370 00

Clothing . . . . .	\$145 00
Fuel and Light . . . . .	50 00
Car fares . . . . .	45 00
Insurance . . . . .	33 00
Incidentals . . . . .	75 00
Extra expenses of 2 weeks outing in summer. . . . .	20 00
Margin for illness, dentistry, etc. . . . .	50 00
Margin for savings . . . . .	50 00
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Total . . . . .	\$1,054 00
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It has become axiomatic that relief where it is to be given at all should be "adequate," but unless such estimates as the foregoing can be shown to be unnecessarily high there seems no escape from the conclusion that our standard of adequacy must be enormously raised in order to meet them.

## NOTE A.

Mrs. H's actual food purchases for one week:

Bread, 14 loaves at 2½ and 3c. . . . .	\$0 40
Meat and Fish:	
Salt codfish, ½ lb. at 12c. . . . .	06
Stew meat, 2 lbs. at 8c. . . . .	16
Liver, 1 lb. at 8c. . . . .	08
Bacon, ½ lb. at 14c. . . . .	07
Tripe, 1 lb. at 6c. . . . .	06
Vegetables:	
Potatoes, 2 qts. at 7c. . . . .	14
Dried beans, 1 lb. at 8c. . . . .	08
Macaroni, 1 lb. at 8c. . . . .	08
Cabbage . . . . .	05
Carrots, 1 qt. . . . .	05
Turnips, 1 qt. . . . .	05
Soup greens . . . . .	05
Tomatoes, 1 qt. can . . . . .	08
Milk, 3 qts. daily, at 5c. . . . .	1 05
Cheese, ¼ lb. at 16c. . . . .	04
Eggs, 1 doz. (cracked) . . . . .	12
Sugar, 1¾ lbs. . . . .	09
Cereal, 2¼ lbs. . . . .	06

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Rice, 1½ lbs. ....	\$0 09
Tapioca, 2 oz. at 8c. ....	01
	<hr/>
Total . . . . .	<u>\$2 87</u>

The nutritive value of the above has been compared with the dietary standard published by the Department of Agriculture, and is found to correspond very closely with that prescribed for such a family, showing that Mrs. H. had purchased about as well as her means allowed, but it will be noticed that fruit, butter and tea and coffee are entirely lacking, the quality of bread and eggs as indicated by the price is unsatisfactory, and some margin should be allowed for variety, as it is almost impossible to alter the list at all without either increasing the cost or diminishing the amount of nutriment.

## NOTE B.

## AN ACTUAL BUDGET.

The following is the actual budget of the family of a German tailor with wife and four children for the year 1902. As two of the children were under 4 years of age it may be assumed that the expenses would be scarcely more than those of the typical family with three children. The father, D., died two years later of heart failure due to rheumatism which Mrs. D. believes was aggravated by living in damp ground floor rooms. His life was insured for only enough to cover the expense of his burial and within five months the widow and children became dependent upon charity.

Mrs. D. has had some training as a nurse which gives the family some advantage over others in the direction of medical attendance. The amount indicated for clothing does not represent the entire expenditure for this item as Mrs. D's occasional personal earnings of which she kept no strict account were sometimes applied to this purpose, and her ability as a tailoress and seamstress were also turned to account in this direction. The heading "Car fares, etc.," includes Mr. D's pocket money and covers the cost of occasional excursions for the family. A weekly allowance of \$7 (not itemized) was made for everything purchased at grocery, market, bakery, and dairy, and probably includes incidentally some expenses other than food.

Mr. D's earnings were \$18 per week, except during the slack season, his actual income for the year being \$849.

Rent, \$15 per month.....	\$180 00	
Food, etc., usually \$7 per week.....	368 00	
Ice.....	6 65	
Clothing and sewing materials.....	100 77	
Laundry, for man only.....	3 30	
Medicines.....	5 40	
Utensils, etc.....	7 80	
Fuel:		
Coal.....	\$15 32	
Gas.....	23 00	
Wood.....	4 65	
		42 97
Daily paper.....		8 84
Car fares, etc.....		87 15
Insurance for family, 40c. per week.....		20 80
		<hr/>
Total.....	\$831 68	
Leaving savings for year.....	17 32	
		<hr/>
		\$849 00

THE CHAIRMAN: There perhaps has been no more valuable chapter written in recent times on the Standards of Living than that found in Dr. Devine's book "Principles of Relief." We are fortunate in having Dr. Devine with us to-night to lead in the discussion on this subject. I take pleasure in presenting Dr. E. T. Devine, Professor of Social Economy, Columbia University.

DR. EDWARD T. DEVINE: The demand for an investigation as to the cost of maintaining a reasonable standard of living under modern conditions in the various communities of the State of New York is justified. The Chairman of the section is entitled to high praise for the force and clearness with which he has formulated this demand, and Dr. Frankel and Miss Goodyear to equally generous recognition for the discriminating studies which they have made in illustration of the manner in which the investigation may profitably proceed.

High prices and excessive cost of living are general. They fall equally upon those who have and upon those who have not shared in the prosperity of which the higher prices are an indication.



Higher rents and the greatly increased cost of nearly all the articles which are looked upon as necessities are compensated in the organized trades by higher wages and shorter hours, but these higher wages and shorter hours themselves help to increase the cost of dwellings and manufactured products, and there are very many who have their full share of these heavier burdens but who do not share at all in the shorter hours or higher wages.

There are, first, those who are employed in the occupations which are most severely overcrowded. These are not, as the naive economists once taught us to expect, the light, attractive and well remunerated occupations. On the contrary, they represent the hardest and most unattractive toil. They are overcrowded because of abnormal conditions, as for example, in New York, because various regions of the earth have sent us surplus populations who have low standards of living and who can be exploited. The cost of living for those who are engaged in these overcrowded trades has gone up with the rest. They must pay more for their apartments, or they must crowd more closely together — and they are doing both. They have not sufficient economic resistance to enable them to pass on to others the burdens of higher rents and increased cost of food and clothing. The margin between their incomes and their cost of living disappears, and a balance appears at last on the wrong side, taking the form of under-nourishment and disease, widowhood and orphanage, child labor, drink, and the whole series of evils with which public and private charitable and correctional institutions have to deal.

There are, secondly, beside the overcrowded occupations, those of various occupations who are unemployed because of a slack season, industrial changes, or, it may be, for some personal or family reason. There are families whose wage-earners have died without sufficient insurance or savings, before the children were old enough to take up the family burdens. There are those who are disabled by sickness of a chronic character. I have grouped together all those who might ordinarily be sharing in any general increase of prosperity who in character and in their earlier experiences present no striking contrasts to their neighbors, but who, temporarily or permanently deprived of income and wage-earning capacity, suddenly find that high wages, high prices, brisk trade, abounding prosperity, mean for them only a quicker exhaustion of savings, greater helplessness and an earlier application for charitable assistance.

Even charitable societies are finding that an increased expenditure for relief does not necessarily mean more applications or a more liberal policy. It may mean — at the present time in practice it actually does mean — that to provide the necessities of life for a given number requires a greater outlay. Fortunately in prosperous times when the well-to-do have been making good incomes, contributions are likely to be generous. But here again the generous gifts are not always equitably distributed, and there are societies whose work has become more difficult and more important, while their resources have not increased.

By all means, therefore, let us learn the facts. Let the analysis which Dr. Frankel has made of the relation between standards of compensation and standards of living be extended to other natural groups in New York City and throughout the State, and to other cities and states wherever any one can be found competent to undertake it. Let the inquiry be extended to families who are not dependent, and let us learn how far employers, whether voluntary or under compulsion, have increased salaries and wages to correspond with the increased cost of living; how far, especially in the occupations yielding the smallest incomes, employers pay only a "going wage," fixed by tradition and maintained by inertia; and how far deliberate advantage is taken of the needs of employees to reduce their compensation below any level which has been recognized by tradition or made necessary by the state of the industry. Probably the earliest estimates of the cost of living, including that made by the writer, are now too low. Certainly they do not leave a margin sufficient to provide for the misfortunes which have overtaken the hundred families described by Dr. Frankel. It would be premature at present to discuss remedies. Mr. Tucker may be right or wrong in his declaration for the "selfish exploiter" there is "nothing but the stern arm of the law." Possibly the organization and education of labor and effective leadership, and the pressure of public opinion may do something even with him. It behooves those who fear paternalism, equally with others, to gain by patient disinterested inquiry a better knowledge of the actual present cost of living. Charitable agencies, public and private managers, executors, visitors and beneficiaries are above all in urgent need of such information.

THE CHAIRMAN: In our various discussions which have led to this meeting to-night no man has been more sympathetic and in-

terested in the trials of those struggling to keep from being submerged than the Rev. Dr. William J. White, Supervisor of Catholic Charities, of the Borough of Brooklyn.

I take pleasure in presenting Dr. White.

REV. WILLIAM J. WHITE: The consideration of the standard of living in its relation to the problem of dependency sounds a new note in our State conferences. Hitherto we have been engaged chiefly in the discussion of questions of housing, clothing and feeding the inmates of the public and private charitable and correctional institutions of the State. We have studied methods of training and supervision and in a limited way have tried to get at the causes of dependency and delinquency. To-night the thoughtful paper of Miss Goodyear with the silent arraignment of our social and economic order, that is implied in the figures she has so carefully collated shows us, how many thousands of families in the city of New York are living on the verge of dependency because of the inadequate income the head of the family receives. It is true that the investigation made by Miss Goodyear was intended to establish the share that charity is to supply when after "developing, economizing and utilizing the inherent powers and natural resources of the family," that family needs the help of the hand which charity holds out to it, but she has gone further and has given us the estimated cost of living of an average family living a normal life in the city of New York. If we place side by side of that estimate, \$1,054, the wages that unskilled and unorganized labor receives we wonder, not that there are so many institutions for dependents but that there are so few.

The work of unskilled labor in the North, according to Robert Hunter receives less than \$460. Let us suppose that in New York City the average unskilled laborer gets \$2 a day, or allowing for sickness and bad weather, \$600 a year. On the other hand let us suppose that Miss Goodyear has been generous in her estimate of the cost of living of the average family although I do not see where her figures can be corrected. Let us say \$900 a year is sufficient to support a man, wife and three children. The problem still remains. The danger of dependency through the death of or accident to the breadwinner, that stares so many thousands of families in the face is still imminent and if the causes of that danger are beyond the control of the forces that this conference represents, we can at least enunciate a principle

that ought to govern in the economic order, and point out the lines along which the problem is to be solved.

In his Encyclical on the Condition of Labor, Leo XIII declared that the remuneration of the workingman ought to be at least sufficient to support him in reasonable and frugal comfort. If through necessity or fear of a worse evil, the workingman accepts harder conditions, because an employer or a contractor will give him no better, he is the victim of force and injustice.

Dr. John Ryan, author of *A Living Wage*, says: "The laborer who complies in a reasonable degree with nature's universal law of work has a natural right to at least a minimum condition of decent and reasonable living." And Professor Albion Small, head of the Department of Sociology in the University of Chicago, declared a few years ago that "no man can live, bring up a family and enjoy the ordinary happiness on a wage of less than \$1,000 a year. Now the right to a decent and reasonable living for the adult comprises the means of supporting a family. Self propagation is a primary instinct; hence a man has a right to a family living wage because it is the only way in which he can realize this condition of normal life. The obligation corresponding to the right falls on the industrial community in which he lives and works, in the first place on his employer, and secondly on the rest of the community that enjoys the benefit of his productivity. If the employer is not able to pay a living wage, he is free for the time from the obligation but he ought to remember that until he has paid his employees a living wage he ought to refrain from all that is summed up in the word luxury. That employer who is paying his men \$9 and \$10 a week for twelve hours work a day of the hardest kind of work, fraught with danger from accident and disease, and yet maintains a yacht and a summer home regal in its appointments, and two or three automobiles for his use, offends against justice. The primary and vital needs of the employee are morally superior to the incidental needs of the employer. I make a distinction between conventional needs and luxury and I say that an employer of labor, if he had to choose between paying a living wage and indulging in extravagant amusements, and ostentatious displays or generous gifts to charity ought as a matter of justice to pay his employees a decent wage. But if, as often happens, the employer is unwilling to pay a living wage, then the State has a right and a duty to compel its payment.

This is not the place to discuss the validity of this principle; it is sufficient to say that although there are grave difficulties in the way of its practical application, these difficulties are not insuperable. There is a Minimum Wage Board Law in Victoria and New Zealand. Dr. Victor Clark, in Bulletin 49 of the Bureau of Labor, says of the law, "With all its apparent defects the act is a success beyond the expectations of its earliest supporters."

In the presence of the problem that stares at us from the figures compiled by Miss Goodyear, it seems to me the importance of rationally conducted labor unions cannot be minimized. Professor T. B. Adams in his *Labor Problems*, quoting from the Final Report of the Industrial Commission, says: "An overwhelming preponderance of testimony before the Industrial Commission indicates that the organization of labor has resulted in a marked improvement in the economic condition of the workers."

To organize unskilled labor is so difficult that even John Mitchell admits that the problem is only partially solvable by direct trade union efforts, but any organization however feeble adds something to the resisting powers of those who enter them and at least calls attention to the crying needs of underpaid workers. The union of the Garment Makers of New York City is an example of what can be done with an organization of what is styled unskilled labor.

Finally I offer as a suggestion that is not impossible of execution the formation of benefit societies in factories and stores where a large number of hands are employed. Most of the largest department stores have aid societies which offer free medical treatment and a sum of money in case of death. These societies were organized by the employers to take the place of collections in case of distress among employees to which the employers were supposed to contribute. Many of these stores made membership in the aid society a condition of employment. Here is the machinery ready to hand. Let the State step in and extend the scope of these aid societies to every industry employing a certain number of hands, the State taking charge of the fund as it does of the Police Pension Fund. If a fireman is killed in the discharge of his duty, his widow receives a sum of money sufficient to maintain her children until they are of working age, if instead of being a fireman, a man was employed for example in the subway, no such provision made for him.

. the solution of the problem suggested by the paper we have

just listened to, there are difficulties to be overcome, but a beginning might be made, and while we are waiting for employers to put away yachts and automobiles, until they pay a living wage, we might begin by creating a sentiment in favor of aid societies with State supervision and direction and crystallizing that sentiment into appropriate legislation.

THE CHAIRMAN: Now, Ladies and Gentlemen, we are behind our schedule, but we can afford time for one, two or three one-minute discussions if there are any who want to discuss these questions. As there seems to be none, we will turn the meeting over to the president of the conference, Dr. Mabon.

PRESIDENT MABON: I am requested by the Committee of Arrangements to invite all present to-night, whether delegates to the conference or residents of the city of Rochester, to attend the reception and collation to be served in the dining hall.

MR. FRANK TUCKER: Mr. President, before we adjourn I should like to offer this resolution:

Resolved, That the Seventh New York State Conference of Charities and Correction, hereby authorizes and directs the incoming President to appoint a Committee of Eleven, with power to add to its numbers, to investigate and determine: (1) The essentials of a normal standard of living; (2) The cost of such a normal standard of living in the principal cities and towns of the State, which committee shall report its findings to the next conference; and,

Be It Further Resolved, That said committee shall have power to solicit funds for its expenses in the name of the conference.

THE PRESIDENT: The resolution will be referred to the Committee on Resolutions.

The Rev. Dr. Augustus H. Strong, President of Rochester Theological Seminary, will pronounce the benediction.

REV. DR. AUGUSTUS H. STRONG: The Lord bless thee and keep thee: The Lord make His face to shine upon thee and be gracious to thee; the Lord lift His countenance upon thee and give thee peace.— Amen.

## SECOND SESSION.

*Wednesday, November 14, 1906.*

PRESIDENT MABON: Under the heading of "General business of the Conference" I will announce the appointment of the following committees:

## 672 SEVENTH NEW YORK STATE CONFERENCE OF CHARITIES.

### COMMITTEE ON ORGANIZATION.

Thomas M. Mulry .....	New York
Rev. Max Landsberg .....	Rochester
Dr. W. P. Spratling .....	Sonyea
Col. Joseph F. Scott .....	Elmira
T. E. McGarr .....	Albany
Dr. A. W. Hurd .....	Buffalo
Rev. William J. White .....	Brooklyn

### COMMITTEE ON RESOLUTIONS.

Nathan Bijur .....	New York
F. H. Briggs .....	Rochester
Homer Folks .....	New York

### COMMITTEE ON TIME AND PLACE.

W. R. Stewart .....	New York
Abram J. Katz .....	Rochester
Mrs. M. M. Acker .....	Hornell
Dr. H. V. Bruce .....	Hudson
Dr. D. C. Potter .....	New York

THE PRESIDENT (continuing): I would like to call attention to this announcement:

Members holding railway certificates are requested to leave them with the registration clerk in the hall. This is necessary in order to make them effective. After they have been viséd they are to be reclaimed by their owners. A fee of twenty-five cents is necessary for the visé. If members came on mileage or round trip tickets they are requested to leave their names with the clerk in order that the required number of 100 delegates may be certified.

I wish to remind members of the conference of the invitation to tea at the Samovar this afternoon and of the trip to the Rochester Orphan Asylum and Mechanics' Institute. I believe that Mr. Ross, a trustee of the Mechanics' Institute, is in the hall, and he is I would like to have him come to the platform and say something to the conference in relation to this visit. Is Mr. Ross here?

A DELEGATE: I think he just left.

THE PRESIDENT: The Institute is a place of great local interest, and I have no doubt that the members of the conference will

have not only a pleasant but a profitable visit if they go there to-morrow afternoon.

I hope the business of the conference will begin to-morrow morning sharply at 10 A. M.

I would also announce the meeting of the section of the Committee on Defectives will be held to-morrow at 2 instead of 2:20 P. M., so that it will not interfere with the plans of the Local Committee for the entertainment of the members of the conference.

I am also requested to announce that a free telephone for the use of the members of this conference is placed in the hall. This further illustrates the great attention to detail and the careful work of the Rochester Committee in preparing for the comfort and convenience of visiting delegates.

The last announcement which I wish to make is a telegram which I am sure you will all appreciate. It is from Kamp Kill Kare, Raquette Lake, N. Y., November 13, to Dr. Wm. Mabon, President, N. Y. State Conference of Charities and Correction, Powers' Hotel, Rochester, N. Y.:

"I regret that I am unable to accept the invitation to meet with the conference. It is difficult to exaggerate the importance of the matter with which it deals and I gladly recognize the devotion and public spirit of its members. It is gratifying to feel that in the discharge of my official duties, I may count upon your cordial co-operation and I shall greatly appreciate your advice and assistance.

CHAS. EVANS HUGHES."

Are there any matters of special interest to be brought to the attention of the conference?

REV. CLARENCE A. BARBOUR: Mr. Chairman.

THE PRESIDENT: Dr. Barbour.

REV. CLARENCE A. BARBOUR: If I may have the courtesy of the floor for a moment I would be glad to present a minute which was adopted in seven centers of the city where the union evangelistic meetings are going on, as doubtless members of the conference well know. This was adopted last night by some 8,000 people gathered in those meetings:

"The congregations assembled in seven houses of worship this evening, representing sixty churches now united in the most comprehensive evangelistic movement in the history of Rochester, send their cordial greeting to the officers and members of the Seventh New York State Conference of Charities and Correction.



"Believing that the problem of society is, at the root, the problem of the individual, and that religion is the most potent force for the production of high individual character, we are endeavoring in our way, without regard to sectarian differences, to persuade men, women and children to bring their lives under the sway of God's love and law.

"But, recognizing the enormous difficulties placed in the way of all workers in the cause of religion by evil social conditions and arrangements, we hail as our friends and fellow-laborers all, of whatever name or faith, who are striving to ameliorate those conditions and arrangements.

"We shall pray that the Divine blessing may guide the deliberations of your distinguished body and use them widely and lastingly for the promotion of human welfare."

I beg to present this as the sense of these meetings and also to present to you for a moment Dr. Chapman, who is the leader of the movement here.

THE PRESIDENT: I understand Dr. Chapman desires to second the resolution.

DR. J. W. CHAPMAN: As representing the ministers of the city and also representing the company of evangelistic workers chosen from several different denominations, it is my pleasure this morning to second these resolutions.

I have been asked by the ministers to say just a word in explanation of the campaign not only in Rochester but which seems to be on in the entire country. It has been my pleasure to serve as a pastor in this State, first in Albany and then in New York City, so that I know something of the conditions in this eastern country.

It is now my privilege to serve as a representative of the great inter-denominational movement. We began five years ago to try to make Presbyterians, but after awhile we found it a great deal easier to make Christians than it was to make Presbyterians; so we ceased to do denominational work, and with the co-operation of the other denominations we did so; and we now do not ask people to become Baptists or Methodists or Presbyterians, but we do ask them to become Christians, and we ask them to unite with the church of their choice. We stand for Christian influence in this work: First, we stand for right living in the home. I read in the paper the other day that Burbank, the famous wizard of the

west, had produced an apple which was on one side sweet and on the other side sour. An editor commenting on it said it was only company manners and home manners in the same person. We believe a man should live in public as in the home, and if he is not living in both places as God would have him live he is unworthy of the home as well as of the public.

In the next place we stand for a united church. In these meetings we do not say a word about the particular choice of a church. I say to a Catholic, if you are not a good Catholic you are not living as you should, and if you do not see a priest you ought to. We say to a man who is a Jew, if you are not living up to the traditions of your father it is time you were getting your vision back again on your fathers; and in that way we find the whole church of God is coming to be a mighty force for the upbuilding of character.

You have a splendid organization to-day here which includes Catholics and Jews and Gentiles, it is one of the best evidences of the spirit of this conference, and evangelistic churches are with you, and I am here not only to pledge the evangelistic churches, but also the ministers of the city stand by you in the mighty work you are accomplishing, and we ask you simply that you give us your sympathy. We ask you to believe we are striving to accomplish practically the same end as yourselves.

I thank you, Mr. Chairman, for the privilege of seconding this resolution.

THE PRESIDENT: The resolution has been duly made and seconded and it will be referred to the Committee on Resolutions.

MR. WILLIAM C. GANNETT, of Rochester: Mr. Chairman, I am asked by the President of the New York State Woman's Suffrage Association to express to this conference the sympathy of that association in the work of this body and to say that they recognize that the women who do such valuable work in this line with the men of the State, that they be permitted to register by lawful method, by the ballot of the State, their convictions as to the problems we are all working together to meet.

THE PRESIDENT: Unless there are other matters requiring the action of the conference, I will turn the chair over to the chairman of the committee of this section, Mr. Homer Folks, Secretary of the State Charities Aid Association.

REPORT OF THE COMMITTEE ON THE CARE OF CHILDREN BY THE  
HON. HOMER FOLKS.\*

I wish to state I have been unable to submit the report to the members of the committee for their revision and approval, and that I alone am responsible for it. I have written it, however, not primarily as an expression of my own views but of what I presumed to be the views of a majority of the committee, and that, before publication, it would be submitted to all the members of the committee for revision and approval.

This report is an endeavor to summarize, in the briefest possible form, some of the important events of the past year in connection with the care of destitute, neglected and delinquent children in this State and what appear to be the directions in which further progress should be sought.

## SEPARATION OF CHILDREN FROM PARENTS.

At the threshold of our subject lies the question — what children should be accepted as proper charges upon public or private charity and under what circumstances? Destitution, improper guardianship, and the (logical result of these two factors) delinquency, are the three great causes or groups of causes which make it necessary for the public to take the place of the parent. There is a decided tendency to be less ready to remove children from their homes because of destitution, preferring rather to give sufficient aid to enable the parent if he be of good character and of reasonable efficiency, to care for the child at home. This is true especially in cases of widows and deserted wives. The separation of the child from the parent is necessarily a hardship to both, not to be imposed lightly. We should consider well, before imposing upon those whom the heavy hand of disaster has fallen, the further penalty of the breaking up of the home. Special effort has been made by charitable societies in the city of New York to increase the giving of home relief to widows and deserted wives. In our opinion, in the city of New York, and throughout the State, this course should be followed to a much larger extent than is now done.

There should be especially greater hesitation in separating the young child from its mother whether the mother be married or otherwise. The proportion of children so separated from their mothers in infancy who live to be two years of age in even our best

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\* This report has been signed by the following members of the committee: Folks, Joseph P. Byers, Mrs. Carolena M. Wood, John Klein, Arthur A. Rev. Isaac Gibbard, D. D., Miss Marion I. Moore, Porter B. Lee, Union, Henry Clay Preston, Edward Lauterbach, Solomon Lowenstein, Osborn.

institutions is not such as to encourage the practice even if no moral considerations were involved.

But if less haste should be made in separating parents from children because of destitution, greater haste should be made in separating children from parents who are morally unfit to care for them. Our practice in this regard lags far behind our statutory provisions. The law makes ample provision for such enforced separation. In some of the larger cities, through the societies for the Prevention of Cruelty to Children and also through the police, neighbors and others, the law is put into operation in some degree; in the smaller cities and rural districts it is rarely invoked. It is a great mistake however to assume that improper guardianship exists only in the large cities or that it exists there in greater degree than in small cities and rural communities. These are moral plague spots all through the State, very possibly in more hideous forms and proportionately in larger numbers in the country and small cities. That degenerate family of world-wide reputation, the Jukes family, was a product of rural New York. There is no greater need in our opinion than that there should be, throughout the State, in the country and in the small towns and cities and in the big cities, continuous, systematic, well directed effort for the explicit purpose of finding out and breaking up such moral plague spots, in which the education of the children consists of careful training in vice and crime.

We are still very far from a reasonable enforcement of the letter, much less the spirit of the rules established by the State Board of Charities under the revised Constitution, requiring a re-acceptance and contemplating a reinvestigation each year of the circumstances of parents whose children are public charges. Such annual reinvestigations, when carefully made, indicate oftentimes that the parents have now become able to support their children and are willing to do so; oftentimes that they have made such shipwreck morally that the children should be permanently removed from the possibility of returning to them by being placed in families far from their reach and often times that circumstances are unchanged and the children should remain for another year subjects of public support.

#### PLACING CHILDREN IN FAMILIES.

There is a gratifying disposition in many quarters to effect a better adjustment of family care and institutional care — a more general recognition that certain classes of children, under certain

circumstances, can best be cared for in families, that other children under other circumstances can best be cared for in institutions. To the former, home finding agencies, Catholic, Protestant and Jewish, there have been added during the year, two county superintendents for dependent children in Onondaga county. These positions were established by the board of supervisors in January, 1906, and were actually filled in May as the result of a competitive examination. These two agents, Catholic and Protestant, should supplement and make more effective and useful the work of the numerous institutions for children in that locality. The Rockland county agency for dependent children established by the Rockland county committee of the State Charities Aid Association in April, 1905, has been conspicuously successful in improving the situation in that county as similar agencies have been in Columbia county and in Newburgh.

Hand in hand with the conservative development of placing-out work, should go a continual refinement of its methods; wiser and more aggressive methods for securing applications from desirable families, more systematic and thorough-going selection from among the applications received; wiser and more effective oversight over children placed in families; all these should be constantly sought. The appointment during the past year of an inspector by the State Board of Charities for the special purpose of gaining better knowledge of placing-out work is an important step in the right direction. Great care should be taken, however, that placing out officials and agencies shall not feel their own responsibility in any degree diminished. The administrative responsibility rests upon them as directly and completely as before. The State Board through this inspector can only test the quality of the work that is being done here and there, and utilize the information thus gained in the holding of officials and agencies to a better performance of their work.

It is gratifying to note the acquisition of a site by the Hebrew Sheltering Guardian Society in Westchester county of sufficient size to permit the housing of its 800 children on the cottage plan; as also the acquisition of a site in the same general region by the Jewish Protectory. The cottage system in its general outline may almost be said to be generally accepted; but as to its details much remains to be worked out in the light of experience. The size of the cottages, their distribution over the grounds, their adjustment educational features of the institution, the internal manage-

ment of the cottage and kindred matters deserve and are receiving most careful attention. We should soon be able to state, as we are not at present, the relative cost of the two systems both as to construction and what is of much greater importance, administration. In comparing cost of cottage and congregated systems we must be careful to compare institutions of the same standards of clothing, food, education, salaries, etc.

#### CLASSIFICATION IN INSTITUTIONS.

Important progress is to be noted in the better classification of children in institutions, particularly in the direction of separating the destitute from the delinquent. Admittedly the actual cause of commitment stated in the official proceedings is often a most inadequate and sometimes a most misleading factor. As a basis of classification, this should only be a starting point to be modified, and revised from time to time in the light of actual knowledge of the child's conduct. Admitting the inadequacy and oftentimes the positive injustice of any classification based solely on cause of commitment, it nevertheless remains true, and must always remain true, that some of the children received into public care are good children, others are pretty good, others are rather bad, and still others are very bad, and that the habits of the rather bad and the very bad will spread rapidly and do unlimited harm among the good and the pretty good if there is free association. Furthermore, the sending of any child, by reason of poverty or for any other reason except that of actual wrong-doing or depraved habits on his part, to an institution generally known to the community as a reformatory institution is a handicap to that child upon his release, nay more, is a crime against the child committed by the community in the name of charity and reform.

As to the children in institutions (we do not know just how many, but about 35,000) we also believe that great improvements have been and are being made in their physical care and in their academic, industrial and moral education. Any survey of the situation which fails to take into account the conscientious and intelligent work on the part of managers and executive and subordinate officials of such institutions would be notably incomplete. They would, however, be the first undoubtedly, not to admit to voluntarily assert, that much, very much, remains to be done. Perhaps first of all should be the acquisition of much more complete data than we now have had concerning the actual physical, industrial, social and moral of institutional care.

unusual opportunity is before institutions, that of having under their observation children during every hour of the twenty-four, every day of the week, and every week in the year. For a thorough-going study of educational methods and results there is perhaps no more favorable opportunity than that afforded by an institution. Some of them, may the number rapidly increase, are giving to the community highly valuable information, based upon close observation of the results of their own work.

#### CHILDREN'S COURTS.

The children's court is the starting point for movements for the betterment of our care of neglected and delinquent children. It is the place of beginnings and of endings; it should be a place of profound study and of the formulations of new and far-reaching policies. Its incidental advantage of separating children from adult offenders is but the least of its values. The important thing is that by excluding all other cases, the problems of the neglected and delinquent child may here receive at the hands of a highly responsible representative of the community careful deliberation with full knowledge of all of the wide range of communal assets for the benefit of needy children. To the delegates from all parts of the State, may we say as strongly as possible, that it is not simply your high privilege, it is your bounden duty to secure the establishment of such courts. We have a right to say that it is your duty, because the statute says so. The law (chapter 331, Laws of 1903, amending section 291 of the penal code), provides that children's cases shall, so far as practicable, be heard in a separate courtroom to be known as the children's court, to be used exclusively for the trial and examination of children under the age of sixteen years. That law means something. The law does not say that the separate courtroom shall be provided when it may be convenient or when the judge thinks it worth while, or when some citizen takes a great interest in the matter. It says that the separate courtroom shall be provided unless it is actually not practicable to do so. Practicable means reasonably possible. Will any one have the hardihood to say that in any city of this State it is not reasonably possible to have a separate room for the trial of children?

#### PROBATION SYSTEM.

Closely connected with the establishment of the children's court goes that other invaluable factor in dealing with juvenile need, the probation system. Hopeful and valuable beginnings

have been made in many parts of the State, yet we doubt if any one will read the facts set forth in the report of the State Probation Commission of 1905-6, he will venture to say that in any part of the State there exists a reasonably effective probation system. Unless someone can come forward and show that the findings of the commission are incorrect or that there are other and better remedies than those proposed by that commission, their recommendation should be adopted. The probation system of any community should be sufficiently elastic to utilize the services of all agencies and individuals who are willing and qualified to do useful work; it should be sufficiently organized to hold all such agencies and individuals to the efficient performance of the duties which they voluntarily assume. It should be sufficiently local to permit each community to work out its problem with full allowance for its local conditions and needs; it should be sufficiently centralized to enable each community to know how its work compares in method and results with that of other communities. If it contemplates positive results it must provide the means whereby those results may be achieved. Bricks cannot be made without straw.

No one can participate in any of these agencies for the care of destitute, neglected or wayward children, without having his attention drawn sharply to the causes which make it necessary that such numerous numbers of children should be cared for by others than their natural guardians. It is as inevitable, as it is desirable, that we should, in our thought and in our effort, proceed from result to underlying cause. Important as is the wise care of the 35,000 children who are now public charges in this State, it is tremendously more important that we ascertain, and, so far as they may be preventable, correct the social conditions which lead to this ghastly result. Among all the social agencies which make for the betterment of the condition of poor children, one stands pre-eminent above all others, and the more we reflect upon the subject the greater becomes its pre-eminence — the school system. The schools are only just beginning to see, and are still very far from realizing, their greater purpose, not only to teach the three R's, but to promote healthy physical development, afford large opportunities for recreation, provide instruction in the means of earning a livelihood, develop civic interest, and, in whatever other ways may be necessary and practicable, promote the all 'round development of efficient men and women. They must be adapted to all the children of the community — the crippled children, the backward



children, the children of the desperately poor, children speaking foreign languages. The school is the great agency through which, and in connection with which, the community will correct the preventable evils that now weigh so heavily upon our child population that, in round numbers, one child of every eighty in the State is a ward of the public.

Underlying and above all we need in our child-caring work a large degree of mutual respect and confidence, a recognition that none of our methods are perfect, and consequently a willingness to ascertain their weak points and to correct them, and to this end fresh study and ever more and deeper study, of what we are actually doing and of what it all comes to in terms of net results on life and character.

When I said there were some 35,000 children in this State receiving institutional care certainly every one must have agreed with me that there is no more important subject than to perfect and improve and make the most of the possibilities that are in our hands in caring for those children.

We have, therefore, selected as the first paper to be taken up this morning some of the problems of institutions, and we have asked to prepare that paper the superintendent of one of our institutions who has made a great deal of progress in the course of the last two or three years in institutional administration. I refer to Dr. Hortense V. Bruce, the Superintendent of the New York State Training School for Girls at Hudson, New York, whom I have the pleasure of presenting.

#### INSTITUTIONAL PROBLEMS, AN ADDRESS BY DR. HORTENSE V. BRUCE.

The first and the great problem that an institution for children should answer is,— what is the purpose of its existence? If we can reply that it is that the children may have a home in which they may develop so that they “may stand perfect and complete in all the will of God,” we have a statement that we may use as a touchstone in trying to determine the value of the answers that are offered to all the other problems that have arisen from our trying to find the means to bring about this end.

With this, then, as our guide we go on to some particular problems. Naturally the first is the system of housing to be adopted, that is, the cottage or the congregate system. There is now practically no question that the cottage system has distinctly the ad-

vantage over the congregate, and the chief reasons for this will follow.

No one questions that the ideal environment for the child is the home with father, mother, brothers and sisters. The nearer the substitute home approaches this ideal the more nearly does it attain its purpose. Therefore, the first argument in favor of the cottage system is that it gives something approaching a home life, and this the congregate system cannot do.

2. The smaller the group the more individual attention the child may have, the less will there be danger of its becoming only a cog in the wheel of routine, the more freedom will there be for the natural way of gaining knowledge by experience, and finally the more will it receive and give love, sympathy and understanding and its life grow richer with the intimate acquaintances it will have with an elder's point of view upon its childhood problems.

There can be nothing more pitiful than the fear, the barrenness, the loneliness of the child life that has had to grope its way alone, through experiences and more or less abstract teachings, to the solution of its life questions.

3. In the small group the child can realize itself; it may develop a sense of its own worth as an individual, and a sense of responsibility for the use of the talents entrusted to it, as it hardly can if one of a mass. If the desire for an expression of its individuality becomes strongly assertive in the child who is one of a large number, we are apt to find it selfish, pushing, anti-social.

4. With the multiplication of kitchens, laundries, dining rooms and other departments of the home there come increased opportunities for each child to participate in all kinds of household duties, affording some a chance to learn what kind of labor they would choose to do, insuring to others the variety of work they find necessary to happiness.

Along with the increase in the number of kitchens, there will be increase in the variety of food prepared — which is no small consideration in the pursuit of health and happiness.

5. The choice of a cottage system practically means a location in the country. With this true, there are numerous additional advantages, such as the out-of-door occupations that may be taken up by girls as well as by boys, the productions from the farm that can be added to the dietary, room for play, and a richer environment for child life because of all that Nature has to offer.

In comparison with these things, the question of cost becomes less significant, yet it must be considered. As to the cost of construction, I cannot speak as authoritatively as I had hoped to do, but I have gathered that for the institution having the style of cottages ordinarily erected, it is greater than for the institution housed in larger buildings. The cost is further increased where there are separate sleeping rooms, each bath and toilet a distinct room, and a laundry and fixtures in each building. In maintenance, there will be more roofs and chimneys and gutters to keep in repair, more floor space to keep oiled and waxed. More coal will be burned, the more kitchen and laundry stoves there are. The larger the number of children that handle dishes, and utensils in doing housework, the more dishes and utensils will be broken and destroyed. More soap will be used where the laundry work is all done by hand. The cost of preparing some of the food, *e. g.*, the bread, is doubtless greater than where it is prepared in a central kitchen.

In fine, in so far as all the work and property of the institution become educational material, the cost of maintenance will be increased. Another source of increased cost for some institutions will be in the larger number of supervising officers or attendants needed. Otherwise the cost of maintenance ought not to be larger than in one large building.

The second problem of importance that presents itself is the classification of the children of the institution.

While the number of cottages will influence the classification, there are two classes to be found in many institutions which, I believe, should not be included in the general question of grouping. These are, those suffering from specific disease and those who are backward or in some degree deficient mentally. The separation of the first safeguards the health of the other children; it gives the afflicted ones the chance to perform all the household duties, as do the children in the other cottages.

The backward or mentally deficient children, if not of such a grade that their removal from the institution is imperative for their own welfare and that of all the other inhabitants of the place, are much happier by themselves, and can therefore be more satisfactorily trained and managed in a cottage set apart for them. They are not then subjected to teasing by the normal children or to undue influence by those ill-disposed. They are not made ir-

by having constantly to endure comparison with others

whose mental superiority they dimly recognize and with disheartening effect.

The other children, I believe from experience, are best grouped according to character or conduct — the two sides of the same thing.

This we consider better than age, for the number of years does not always indicate correctly the experience of the child and the extent of development of its mind. And even taking character as the fundamental line of division, we find that, sufficiently for all educational and play purposes, the grouping corresponds with that which might be made if age were taken as a basis.

Having made the grand divisions, we have found it best next to consider the dispositions, temperaments, mental characteristics, inclinations, in fine, the "capacity" of the children, in order to get those that are similar into a group with a view to ease of handling, and for insuring to each the special treatment it would be less apt to have were the efforts of the family heads dissipated among entirely dissimilar natures.

Classification according to the grading in school would be, from our own experience with children between the ages of twelve and sixteen, most unsatisfactory; for such children have had different preparations and progress at such different rates that, before a term is half through, the necessity for a new grading is noticeable. Where each cottage has a schoolroom, it might make this method seem important, but practically, I believe, to do justice would require a reclassification every few months.

The grading by character would also, to a certain degree, answer the query made about color classification. But in the lowest grade in correctional institutions, at least, where certain abnormal, low characteristics become prominent, it would be a wise step to draw the color line. The two races react harmfully when those having these characteristics live together, hence their separation would be a benefit to both.

Before taking up the next two problems I would remind you that there have been read in past years in this conference two papers — one on "Sanitation and Hygiene" and one on "Education of Dependent Children" — that so thoroughly discussed many important points pertaining to these subjects that only a few of them need be selected for emphasis here.

Our third problem then is, How may we safeguard and <sup>the</sup> the health of the institution child?

We may presuppose that fresh air and sunlight, pure water and pure milk, good plumbing and cleanliness, are recognized as essentials in this matter; and I name them only to warn you that to have them you must pay, as a price, eternal vigilance. For lack of time there can likewise only be mentioned such needs as proper hours for sleep, clothing suitable to the season, and bathing—which will require supervision until the habit is acquired.

We may further presuppose that the requirements of the State Health Law are complied with and thus the little community protected in the following ways: (1) The newly received child not only must have a careful physical examination, but, because of the danger of communicable diseases, it must be quarantined until the attending physician certifies it may be released; and (2) the plumbing, lighting, food, clothing, cleanliness and physical condition of the inmates must be inspected monthly by a physician. Thus the law regularly reminds us of many of the essential requirements of sanitation and hygiene.

After these things, which should be a part of the general routine, the institution should have, in order to produce and maintain physical perfection, a physician, either in attendance or in residence, who will know constantly the physical condition of the children, and thus be in a position not only to recognize the beginning of any disease, but to give indispensable advice about the most that is important in the daily life of a child. Especially is such advice of value in the treatment of a child that is at all abnormal. Misunderstandings at least, possibly cruelties, would be avoided in view of the light that might be thrown upon a case by a physician.

That food is a vital factor in the maintenance of health is, of course, agreed upon; but are we so persuaded of it that our institutions insist upon having what is really necessary?

Upon this subject I beg to quote the following from Dr. G. Stanley Hall: "Perverse or defective nutrition tends to retard growth and to delay the characteristic growth periods, and also that the final size attained is thus reduced seems also established with great probability." In adolescence, he states, the changes in the different parts of the body require an increased supply of the different food elements, and that "normally the food supply is increased with height and weight." A few sentences more give a view we would do well to heed and remember. These are: "I  
ced that one of the causes of diseased cravings, which

may lead to wrong food habits and to intemperance, is due to the fact that the normal changes of appetite for both quantity and quality of food are perversions of normal appetite so often unnoticed and unmet. Now judicious oversight, perhaps eked out by a little wholesome authority, does more to push the psychophysic organisms on to pass safely over the immature stages and dangers of arrest and to come to full maturity with a real maximum of utilized nutrition, than almost any other influence. Very many of the failures of middle and later life are due to avoidable errors of diet, and the arrest thus caused. \* \* \* Perverted appetites, sometimes aided by adulteration and bad cooking, are one of the causes of degeneration, because man is really not fed according to his physiological needs."

We are not attaining our purpose, then, unless we provide the proper kind of food, have it sufficient in variety and in quantity, and made palatable in preparation.

Next to the effects of good feeding, which usually appear soon after a child is received in an institution, at least for the destitute or delinquent, the effects of physical culture become conspicuous. Practicing exercises fitted to its age, the child not only learns to stand, to walk, and to sit better, but its brain and nerves enter into an immeasurably better condition. Exercise and play — exercise in the gymnasium or at work up to a certain point; play — free or in games directed by a teacher — are likewise vital for the symmetrical development of mind and body and the preservation of health.

Lastly, in the care of the health, the hospital may be made of great advantage, at least in correctional institutions, by using it as a place where a child in any abnormal state may be taken for observation, that a more scientific study of mental, moral and physical conditions may be made than is possible under ordinary cottage conditions and with the ordinary matron. The need of such study often is imperative for classification, or for discipline, or for general treatment.

In any discussion of the education of children in institutions, which is the next problem, there is a needed opportunity for emphasizing to such institutions that they have peculiar advantages for educational work, that there are eliminated for them so many of the troubles that the ordinary public school teacher has to meet that they ought to appreciate the good in their conditions in order to counteract the effect of what must necessarily be unnatural in

the mode of life they offer children. Such advantages are regular hours for sleep, proper food at proper times, and an atmosphere sympathetic to school work.

As to what shall be taught, it can hardly be expected that institutions will undertake to provide for a higher education for their children, but they can choose and teach thoroughly things essential for ordinary business transactions, can cultivate such an appreciative sense of real worth and beauty that the cheap and tawdry (a source of extravagance to the poor) will be disapproved, and can open up the child's mind to the beauties and possibilities of knowledge that lie all about it and may be gained at every point of contact with the world. This can be done by the book school, but there is at hand much more educational material — to be known and studied by actual experience — and that is all the work of the institution. Most of these children will grow up to lives of labor and much of what they will have to do will be what is thought of as drudgery. By treating all the work in the institution as part of the school curriculum, a new view point may be established. All of the indoor and outdoor work that must be done to insure the peace and comfort of a home, should be well and thoroughly taught and practiced, until the performance of such duties becomes an easy matter, if not a pleasure. These things should be dignified in every possible way. By learning these things as part of a course of study, worthy of one's best efforts, upheld as interesting accomplishments, as vital for well-being in a home as in an institution, these future home-makers may be so much better equipped than their progenitors that they will have homes wherein children may be born who will receive their birth-right of parental and private home care.

The last problem this paper will bring up is that of discipline.

As preparatory for dealing with this, be of a mind sympathetic with children — the unsympathetic person has no place in an institution for children. Then study child nature: learn the peculiarities of the different periods of child life, and remember the acts naturally to be expected in those periods. For environment, bend every energy to cultivating among the children such a spirit that the tendency will be to will to do the right thing. The influence upon every child toward right is then multiplied by the pressure of nearly every individual in the institution and the force becomes strong enough to carry along many a child, with only an occasional lift over hard places, until habits of right

doing are established. Be very, very sure you are providing interesting material for the child mind to feed upon. It is most active. It will be occupied somehow. Our opportunity and privilege as well as duty is to lead and direct this abundance of enthusiasm. If it is true that development is in the line of least resistance, make it easy to do right and difficult to do wrong. Cultivate a voice that will soothe and cheer, while it spreads the hypnotic influence of a self-controlled, sane and wholesome mind.

To the individual child, when it gets out of line, as each must, since it is an ordinary human being, give needful attention. See that it is in proper physical condition. Find out its reason for doing what has appeared wrong. The motive may have been right and the act only an error of judgment. If such is the case, or even with a wrong motive, try giving it your own point of view. Conditions may be such that only a change of environment is needed. For the irritable, quarrelsome child, try out-of-door employment. For the one subject to flashes of temper, that must expend its accumulated energy by kicking, pounding or striking, but who wants to control itself, urge regular arm and leg movements, deep breathing and a bath.

Those who disregard the rights of others can usually be made to correct their faults by having to lose privileges they have with others—a deprivation that may need to be extended even to separation temporarily from the rest of the family.

There are still others, and they are few, even in such an institution as the Girls' Training School, who cannot at first be controlled by any of the above methods. Until they have learned to respect authority by having to know it as capable of exercising superior brute force—the only superiority their limited experience has taught them to respect, their minds will not take cognizance of the need of cultivating self-control. External restraint of some kind, until they feel the impotence of their own bodily strength, has been a necessary forerunner of any attempt at control of self.

In connection with all disciplinary measures, there must be shown on the part of the disciplinarian a desire to act justly, and that the rebellious child is still being dealt with in love and with a sympathetic knowledge of the causes of its faults, and that it will find this love and sympathy waiting to help it when it tries to rise, no matter how often it falls.



In conclusion, if we would find better solutions to our problems, we must keep an open mind. We have our limits of usefulness, but we should, within the limits, do to the utmost.

The world wants to know more of the child mind. We may become a laboratory where some results of scientific treatment may be studied. While we offer to the child what it may never have otherwise — the chance to live a clean and decent life — we may watch its development with something of the careful attention that is given to the cultivation of animals and plants.

We do not stand alone in our efforts at child culture. We are a part of the great struggle to find what is best for coming generations. We must take our place in the line, get into right relation with the whole movement — and it is a privilege that we may — but we stand or fall by what we do.

Many of us have control of all of a child's time. The responsibility is tremendous. The opportunity is glorious.

CHAIRMAN FOLKS: The discussion on this subject will be opened by the Superintendent of the Hebrew Orphan Asylum, Mr. Solomon Lowenstein. That is an institution to which I have often referred in speaking on this subject, as a complete antithesis of the cottage idea. I take pleasure in presenting Dr. Lowenstein.

DR. SOLOMON LOWENSTEIN: I have been selected to do this by reason of the fact that although as stated in the report of the Chairman of this Committee, the cottage system is now generally regarded as the only one to be adopted by an institution caring for children, yet there are many details unsolved which have been mentioned in the report presented to you; and, therefore, I shall omit that part of the discussion which I had intended to devote to this part of the discussion.

We must be careful, admitting as we all do the value of the cottage system, we must be careful to remember that the cottage system is only another method or means, another form of machinery, and no institution has any right to feel that when it has changed from the congregate to the cottage plan that it must sit by thereafter and fold its hands.

Under the congregate system it was possible to secure good results. I have in mind a certain institution not located in this State, having 500 children. It is conducted on the congregate plan, and it looks a little old and worn, the walls are not as new and bright as some others, and the institution would seem to be very far behind the times at first glance, and particularly so as

seems to be shown or evidenced by the uniforms of the children. And yet that institution is one of the best in this country. Its superintendent is a man of true fatherly nature. He knows every one of the children residing in his home. He knows them intimately, he knows them personally; he is always present in their play and in their school. They never think of him as dissociated from their life. I know a number of the ordinary graduates of that institution. Some of them were classmates with me in college, and I found them up to the standards of the other students. I have met many of the men who are now successful business men, and many of the girls who are now taking their places as mothers.

There still remains to be considered the personality of the man directing the work; and we must realize that even with archaic conditions the right sort of man can turn out the right sort of men and women from the boys and girls he receives into the institution. So that shows, that given the best material and machinery, all would be futile if the right sort of man is not put in charge to work the means at his command.

The great problem is of course the problem of education; with proper health and proper living conditions that is the supreme problem; and there is no doubt that even under the best system — I am now talking of the cottage system — there are deficiencies in the life of the child living under that system. The cottage system is an approach to the home, but we must not forget that the ideal home does not contain twenty-five or thirty or forty children. So while we are near the ideal with the cottage system, we are yet a considerable distance from it. Again, the man or the woman in charge, they are not the father and mother of the children living in those homes. The children in those homes do not see from contact with those in charge of them the conditions of strife in the business world as the child does when living in a home. Their foster parents do not have to struggle for a living; they are not discussing constantly the adjustment of means to income, and all the things which a child learns at home to fit him or her for the life in which they must go when they launch forth into the world, all these conditions are lacking in the cottage system. This, it seems to me, is the chief educational problem to be solved by those in charge of the cottage system. It is unnecessary for me to discuss the means by which this may be attained.

Dr. Bruce has suggested how the child may, through the institutional work, come to know how the school is managed. If the school correlates this work with the life of a child then that makes it up, but I think the education of the institution should be to the fullest extent a correlation of all the factors of the child's life.

Where the children received into the institution are largely members of one religious faith, where sectarian differences do not prevent it, I would like to see religious instruction made a part of the school curriculum. I believe we mistake in distinguishing between our religious instructions and our regular work. We consider them as something separate and not entering into the real life of the child.

Again, not only should we develop the mind; mental training is but a part of the general education of the child; and I should go further in the case of children wholly dependent upon the institution to fit them for the part they are to play in life. I refer now particularly to the full orphans. In those cases it is a child wholly dependent on the institution, and we should give it the fullest equipment possible for life. I believe in some of the larger city institutions we discharge them too early. In an institution such as I am connected with, where we have one thousand, most of the disadvantages, a child's disadvantages, may overcome the advantages; but if we went to the country I believe it would be better to keep the children longer, and give them a thorough industrial training.

The only way in which a child could get a really industrial training heretofore was to be a bad boy or a bad girl; but the boy or girl who because of no fault of his own, but because of the death or the poverty of his parents, was placed in a school for dependent children, was given an ordinary school course, and they let it go at that.

Our children attend the public school, and there are some advantages to be derived by mingling with the public school children. But I believe everybody will agree with me that the public school curriculum is not ideal; that it falls far short of the ideal training for the field in life which the child is to fill after leaving school, and these deficiencies have to be filled by some agency outside. So I say it is our place to give the child in the institution a better equipment than the public school can do. Therefore, I believe the *titution* must conduct its own school, a school better if possible

than any public school, and it certainly should be adapted to the part the child is to play in life, and it should give him such industrial training as will enable him to become a good citizen when he leaves the institution.

I find to-day in the city of New York that it is the simplest possible matter to put a boy to work when he has completed the public school course. I can get all the positions, all the \$4 a week jobs I want for my boys; but I wonder what is to become of the boy when he takes his place ten years hence, as indicated in the papers read last night, and what would have become of him if the institutions had given him an opportunity to learn a trade and make a decent living.

CHAIRMAN FOLKS: We have been running on schedule time since we took up this subject, and we will continue to do so. We will not continue the session beyond the time set. We have ten minutes for discussion, and I see in the hall, Mr. Brown, Mr. Hilles, Dr. Bernstein and Mr. Robinson, and others who are interested in this subject. We would like to hear from these gentlemen.

MR. BROWN: My name was mentioned first. I am perhaps mediate, not quite so good as some nor so bad as others, but I confess I am sadly at sea yet. It is easy to sit here and listen to the speakers tell us that the working class must live on \$600 or \$1,000 a year, and then we go outside and have fried chicken and a five or six-course dinner and forget all about the \$600 we have set as the limit. The inconsistencies of institutional life are as great as its advantages. To-day the cottage plan is coming into existence, and it is much better I think than the congregate institutions. We are progressing and we must remember in all our discussion that conditions in every place are different; that the advantages for some children in some institutions are great, and for others in that same institution they are not so.

I have been somewhat amused to find that some of the people said that certain things were the only right things, and that nothing else was right; I was amused to have them come to me and ask me what they should do for their own children in their own home circles, and they differed entirely in their views from their former theories as to what was the right thing. We should bear in mind that conditions differ in different places and with different individuals, and therefore, be careful what we say is the right thing.

MR. NICHOLS: In the preceding discussion reference was made to the public schools not furnishing the education that is desirable. That is undoubtedly a fact, but on the other hand an institution existing in the city, a congregate institution, has the advantage of sending its children to the public school. It seems to me that the congregate system should not attempt to have a separate school, but to supplement the public school work. I send my children to the public school because I would not send them to a private school. It is true I find it necessary to supplement the work of the public school, and I have one of the large institutions of the city of Brooklyn in mind, which sends its children every day to the public school. Those children are then relieved from the monotony of the institutional life, and they mingle with other children, and I believe it is a great advantage; and I certainly wonder why these big institutions do not take advantage of the opportunities for education offered by the public schools and supplement it with what may be considered its shortcomings, so I would raise the question: Whether we want to institute in our congregate institutions a school system different from the public schools. That is one of the advantages of the congregate institution — you can use the public school.

A DELEGATE: In this connection I would ask if the speakers have ever thought of the difficulty of contagion. For instance, in a congregate institution for children the difficulties are very, very great in that regard. In Rochester we have tried sending the children to the public schools and found it almost impossible on account of contagious diseases.

DR. BERNSTEIN: This question of education of institution children, whether in the public school or institution school, is of course of the greatest moment to us; but when you consider that a number of our institution schools have three or four grades running in one class room, and when you consider that their school work is exceedingly meagre (with a few brilliant exceptions), and when you further consider that there is an over-emphasis laid on the prudential side of manual work — you will see that there are quite a number of points in favor of the public school. Besides, the training required of a teacher in the public schools, at least, in New York City, and I presume for every other large city, is by far more thorough than the training ordinarily found among teachers in institutional schools. I do not believe that an institution that has the advantage of sending the children to a public

school should forego that tremendous advantage merely because not enough attention is paid to manual labor in the public schools. If the institution wants more manual labor, or foreign languages, let the institution attend to it, or if it wants special moral or religious training let the institution give that.

This leads me to one more point, Mr. Chairman and ladies and gentlemen, and that is the question of moral training for our institution children. Of course, I do not wish to separate religious training from moral training — and yet, when you consider that a number of the children we have in our institutions come from homes where the distinction between what is right and what is wrong is exceedingly vague, it seems that something more is necessary than mere denominational instruction. It seems necessary to impress upon the minds of the children moral instruction, pure and simple, such as may be carried on through fairy tales, and the reading of the lives of famous men and women. This is something that our institutions sooner or later will have to consider for the training of children entrusted to their care.

REV. WILLIAM J. WHITE: I do not think Mr. Nichols' suggestion of sending the children to public schools is practical in New York City. The difficulty we suffer from in New York and Brooklyn is the half-time classes; I am sure Mr. Nichols must have seen or heard of many boys who play truant because of these half-time classes. I do not think we will solve that problem for several years to come, and hence it would not be practicable to send the children of our institutions to public schools.

I would differ also with the gentleman who just preceded me. It seems to me that in giving moral training and drawing lines between right and wrong we want to have something else to offer besides fairy tales and the lives of famous men and women.

CHAIRMAN FOLKS: It was my understanding that the speaker did not intend to limit moral instruction to those fairy tales and lives of famous men and women, but merely offered them as a suggestion.

MR. REEDER: The weak spot in the public school curriculum is that it does not touch the every day experience and life of the child. That is what we mean when we say it is "academic." When we send the children from the institution to the public school we send them to another institution which is just as much an institution in a way as the institution from which they came. If we should subject them to such institutionalism as the public

school provides twenty-four hours a day they would be worse off than in the ordinary institution. I do not think the main defect in the public school system is the lack of industrial training, but it is the lack of correlating the instruction with the every day facts of life. In the institution the every day life and experience of the child can be fused into educative material. Not only may there be an increase in the industrial training in the public school, but the life of the children outside the school can be worked up into the curriculum much more than is done at the present time, and this weak spot in the child's instruction remedied. If the two schools, the institutional and the public school are about equal, it seems to me that the advantages of the public school are so far above the institution school, as usually administered, that there is no question as to their relative merits.

MR. HILLES (of the Juvenile Asylum): I sometimes feel I must object to the opinion that we must separate dependent from delinquent children, from the fact that the commitment papers are never a true index of the character of the child. The separation should be made after admission to the institution. It would be impossible for the superintendent of the poor in any county to determine in a few minutes, in the few minutes in which he has to ascertain that, whether a child is a dependent or a delinquent child.

Are we not assuming that institution men think institutional life is better than home life? That is not the opinion of the institution men. We believe the home life is the best, and that all educational forces combined do not reach the level or the status of the good home; but we certainly contend that good institutions are better than a bad home. And again I do not believe that superintendents and directors of institutions contend that the institution is a panacea for all ills. With that exception I find myself in accord with the suggestions of the speakers.

FATHER HICKEY: I desire to go on record with this one statement: If I understood the speaker rightly he said that one argument in favor of the public school and against the schools of the institutions was that the standards of the teachers would favor the public schools as against the teachers of the institutions. I wish to go strongly on record, not to make any comparison, but to oppose what is the recognized standard of the teachers of the institutions, which will be seen first of all in the severe examination required of them before admission; and secondly, many of

them are required to give a technical training of a high character.

I wish to give no other statement on this subject, but merely to go on record to that effect.

MR. JULIUS W. KIMBALL, Amsterdam, N. Y.: I just want to say a word or two as to the aspect of the moral question now before us. I want to say that the whole question, in my judgment, of morality and the teaching of morality — I was about to say religion, but I won't — depends upon the morality and the personality of the teacher, whether it is in a public or institutional school. If the personality of the teacher is such as it should be it will carry with it a moral force that can hardly be estimated. I believe that better morals can be taught by a teacher in a class in arithmetic or in grammar that can be taught to that same class by a special speech or lecture upon morals. In a class in arithmetic if a boy or girl is caught doing wrong, or handing in a paper in his or her name, which is not his or her own, or, which in the common parlance of school boys would be called "caught cheating," that is a time when morality can be taught one hundred times better than by any special code of ethics that the teacher can lay down in a lecture.

I speak with the experience of thirty-five years as a school-master in the country and in the city, and I think that experience has taught me the fact that there is more of morality to be taught by the personality of the teacher than can be taught by any special lecture that a teacher might give to a class. I have heard this question of morals in schools discussed many, many times, and certainly had no thought of its coming up here.

As to the qualifications of the teachers in the public schools, whether or not they are superior to the teachers of the institutional or industrial schools, I do not know; but I am a great friend of the public schools. In my own town we have many children in institutions that attend the public school with great profit.

Much has been said in regard to the children of the poor, the children of criminals, and what can be done for them. I would like to suggest this: That at your next conference you discuss the causes that lead these children to be objects of charity and cause them to be sent to these institutions. You know as well as I do that there is a great river pouring down its thousands and thousands of criminals upon our State for the State to support. That there are other great streams of corruption pouring out thousands of criminals. Now then, there must be a cause for this



and in my judgment it is easy to trace that cause. If you will follow up these streams and cut them off at the source of these two channels, you will then have little use for institutional work or prisons or alms-houses.

CHAIRMAN FOLKS: We would now like to hear from Father McMahon, Supervisor of Catholic Charities of New York in Manhattan.

FATHER McMAHON: About two months ago, after having a talk with the chairman of this committee, and having learned much that he had to say on the Probation System (and he had great opportunities of learning about it) I consulted one of the judges of the special sessions in order to see if another probation officer could not be provided to look after the cases that came in there, particularly referring to the fact that of the probation officers in that court at the time none of them were of the faith I represent.

It was with the hope of having a less number of persons committed, as I felt that when a charitably inclined officer of the same church used some effort he would often find enough mitigating circumstances to bring many of the accused either to be discharged or to be placed on parole under a suspended sentence.

The judge, however, took a different view, and said: "The more we learn by investigation of these people brought before us, the less chance is there to get them free. Their arrest is usually at the end of many other misdeeds; the last link in a chain of evil."

I think the same applies to a great many of the children delinquents. It has been my duty to be frequently in the children's court, and it is found that a great many are more delinquent than appears on the surface when investigation is made into their previous behavior.

I agree with Doctor Hilles that they should be studied for a while, and then properly classified; and thereafter there should be a clear-cut distinction drawn between the dependent and the delinquent class of children that are put into institutions. There should be a revision of the cases after they have been in the institution for a time, after the child has been studied, and we should not put that badge upon them which will hang to them after they go out of the institution.

I am interested in what Mr. Lowenstein said, and I should like to ask what changes he would suggest in regard to the study curriculum in institutions. I have just gone through every Catholic institution for children we have in the diocese of New York,

and I find that the curriculum, as fixed by the public schools, accords very well with the children. That the after-effects may be different I do not know, as I have not yet gone into that phase. But I suppose some beneficial changes can be made, and if those in charge of institutions could get together we could have it settled in a very short time. We can accomplish that by a meeting of the managers, rather than by this general discussion.

MR. DARNEY (of Brooklyn): Representing a congregate institution I feel that I represent an institution or one of a class of institutions that is open to criticism, and I have attended all but one of the State charities conferences; and I have heard plenty of criticism, kindly criticism, not criticism meant to hurt, but criticism pointing out defects in our institutions, I have heard papers read and arguments advanced against congregate institutions, and I have even heard arguments on the advantages of the home over institutions. That last fact is not contended against by me. But there are times when the institutions are absolutely necessary, and when you take the large cities it is very hard and almost impossible there to have the cottage plan instituted. Furthermore, there are a large number of big institutions in which large sums of money have been invested and they are doing the best work they can, or that they know how; and to break this up by simply saying we should adopt the cottage plan is very harmful.

I suggest that instead of criticism, we have at the next conference papers, or a session, or a part of the time of the conference devoted to improvements in methods suggested by men who have had experience in institutional methods; and even suggested by those who criticize the congregate institutions; not only stating where the defects lie but pointing out where the defects can be remedied.

Talking for my own institution I say that if one suggestion is made next year that we can put into effect which would tend to lessen or obviate the disadvantages of the congregate system, I will say that the conferences I have attended will have repaid me with that one suggestion; and while honest criticism is always good, nevertheless I claim that suggestions for betterment should be made rather than merely indicating faults.

CHAIRMAN FOLKS: The chairman would suggest that the speakers called on are officials of institutions, and we have asked them to state their opinions; and if there has been any criticism of institutions it has been by institution officials.

Let me suggest also that some institutions have made much money by selling their congregate property in town and moving into the country.

I think we must pass on now to the next subject, which is the logical sequence to this one. We have awakened in many lines to the importance of adjusting those people who have been separated for a time from their ordinary routine of life by stays in hospitals or institutions of any kind. We see in the after-care of the insane, and in sanatoria for consumptives and in hospitals, good results, and there must be also more after-care for children leaving institutions.

Judge Wilkin who was to read this paper is not here, he is in Chicago, but he has asked Mrs. Tunis Bergen to read his paper. I have asked Mrs. Bergen, in view of the lateness of the hour, to kindly state to us in five minutes a synopsis of the speech, or to read such parts of the paper as will convey the central idea of the paper. After which Bishop Hickey will discuss it.

We will now hear from Mrs. Tunis Bergen.

**MRS. TUNIS BERGEN:** The Chairman first asked me to perform a surgical operation on Judge Wilkin's paper, to cut it down, and now he asks me for an abstract of it.

I cannot but regret the absence of Judge Wilkin and my substitution in his stead. The subject of Judge Wilkin's paper is "After the Institution, What?"

#### AFTER THE INSTITUTION — WHAT? — BY JUDGE ROBERT J. WILKIN OF THE CHILDREN'S COURT, BROOKLYN, N. Y.

Shortly after the inauguration of the children's court, in Brooklyn, a condition made itself apparent in relation to the care of children who have been committed to reformatory institutions and whose term of service had expired, or who in some way had earned the right to discharge. It appeared that occasions would arise where a boy, having been convicted of petit larceny, or of some other statutory offense, had been committed to an institution and, after having stayed there a stated period, been discharged to his parents, and shortly thereafter had again been arrested by the police charged with a similar delinquency.

It also developed, in a number of cases, that children had been found, on investigation after a second arrest, to have been living in unfortunate, if not improper surroundings and conditions. One case was that of a boy, who was an orphan, and who had been

discharged by the institution to a person who claimed to be the uncle; shortly thereafter the boy was rearrested, and the investigation then showed that he had no home and was practically a vagrant, the uncle feeling that his responsibility had ended when he had taken the boy out of the reformatory and offered him a home.

Another case was that of a boy who had been the inmate of a home with unfortunate surroundings at the time of his first arrest, his mother being an office cleaner who was of necessity away from home a great portion of the day and could not, therefore, give adequate attention to the home and the children, and his father being a man of intemperate habits working alongshore, who contributed little to the house. Nay, more, the father even took from the earnings of his wife to supply himself with liquor. Is there any wonder that, under such circumstances, the boy drifted away from home, did not attend school, but became the victim of the evil surroundings and bad companions of the street, with the usual result of the commission of a crime? He was arrested, found to have been guilty, and committed to an institution. After he had been there for some months an application was made by his mother for his discharge, and the institution sent to the home to ascertain the surroundings of the family. The mother had prepared for the visit, and the father had been doing pretty well as far as intoxication was concerned, so that the rooms, at this time, were fairly satisfactory, and the boy was discharged. His mother received him at the institution and brought him home with joy in her heart; but there her happiness ended, for her husband, in anticipation of the pleasure of his boy's return, started on another drunk, which continued for several days; in fact, did not end until a large portion of the furniture and clothing of the family had been pawned and destitution stared them in the face.

Was there any wonder that this boy should return to the street, and be subsequently arraigned before the justice sitting in the children's court?

Several other cases of this character have developed, which has made it the subject of an inquiry as to whether something cannot be done to protect children after they leave the institutions to which they have been committed for cause. There is no intention on my part to criticise the institutions or their management, for well I know that, with the means at their command, charitable and correctional institutions of our State are doing most excellent

service. In addition to the roof covering and clothing of the children, the foundation of a good education is laid, their health protected, and in many instances infirmities which would develop into invalidism are corrected and cured, so that the children come from the institutions in a physical and mental shape to benefit the community.

We have here, however, a situation that calls for some remedy, and it is for those who are wise in the administration of affairs to determine what the remedy shall be and how it shall be applied. In Brooklyn, where the question first occurred to the writer, the query was made, shall this remedy be applied by each institution, by the probation officers of the children's court, or by a separate organization, or committee, who would take the responsibility upon itself to look after these children after they are discharged from reformatory institutions. To reach a conclusion as to the best method, the managers of all the different institutions in Brooklyn were called together and consulted, and it was found that it would be practically impossible for the institution, whose province it was to care for and educate the children, to employ a sufficient corps of investigators to seek out and watch over, during their minority, the children who were discharged therefrom. The work of the officers of the children's court is of so engrossing a nature, and so much time is spent in court and in investigating the new cases immediately under their supervision, that it was found to be impossible to entail on them any further duties.

The only other plan suggested is now being attempted. An organization has been formed, with the presiding justice of the children's court as its president, several leading citizens peculiarly interested in charitable work and representing the various persuasions of religious thought, chosen as vice-presidents, and the name, "Brooklyn Juvenile Probation Association" has been selected.

What the outcome of such a movement will be at present is problematical. Where a large number of children are discharged from institutions each month and they return to the homes from which they were originally committed, it is a matter which cannot be determined altogether by argument, but it is hoped the number of repeated arrests will be diminished, with resulting good effect upon the children and upon the community.

The writer is quite familiar with the natural impulse that suggests itself to the mind of one who has not given this subject

special attention, and that is that the home surroundings are of less importance than the training, education and inclinations of the child, but there is reason to believe that the home surroundings of a child are very pregnant with the cause that affects his actions; while, coupled with this among other conditions, the parents and friends of a paroled person, whether it be child or adult, are opposed to the institution and contend against any obedience, by being paroled, to the rules thereof, when once released. The parole officer of the New York City Board of Parole reported, at the September meeting, that he found one of the greatest obstacles to securing information and benefiting the boys paroled from the City Reformatory, was the interference of the parents, especially the mother. He stated, further, that to prevent his keeping track of a boy, they would not only misinform him as to the boy's habits, but in several instances actually had denied the paternity. With this attitude can there be any wonder that reformatory results do not follow?

The study of questions of this character, with relation to the parole of prisoners, whether they be adult or juvenile, is of so recent a date that the writer could not find much written on the subject, but if the earnest workers and thinkers who attend this conference, and to whom this subject is pertinent, will consider a solution, I believe that the results would amply pay for the effort made.

With a mere suggestion of the conditions, and with a hope for its solution, as in the beginning, I put the question to you, to be thought well over, — "After the Institution, What?"

Since writing the above another phase of this same question has been suggested to the writer, namely, that one of the ways to meet the question, especially from the point of view of keeping track of the child when discharged from the institution in each case where a boy or girl was about to be returned to his home, would be to have a postal card or notice of that character sent to the local school authorities, merely notifying them that the child had been an inmate of the institution, that he was about to be returned home, and requesting that he be placed in the most convenient school, so that the benefit of the education he had received in the institution would not be lost to him. In this way, at least the fact that the child required attention would be recognized, and the school authorities would be informed of the fact of his discharge and of the school to which he should be returned. Then

if his name does not appear on the register within a reasonably short time, under the ordinary rules of the board of education, the attendance officer or the truant agent would proceed to look him up and ascertain the cause of his absence. It might be advisable, rather than merely to request the institution to notify the board of education in such cases, to make provision so that each institution should be supplied with a number of cards properly addressed, and which would only require the filling in of the name and address prior to mailing. In this way co-operation would exist between the institution and the educational authorities. Perhaps some similar arrangement could be devised between the institution and friendly societies, similar to the Society of St Vincent de Paul, whose interest could be enlisted in taking friendly notice of the child and his family. I do not believe that very material results would follow merely the adoption of a plan, unless this plan contemplated the providing of such blanks as would give the institution returning the child but little trouble. In the city of New York, I understand, there is a system in existence whereby the Department of Public Charities is notified by postal card from the institution when a child is discharged, and upon receipt of the postal card the child's name is taken off the county roll and the institution does not receive any per capita pay for its board thereafter. Of course in the case of children whose home surroundings have been unfortunate, or even detrimental to the child, much more care would of necessity follow, but a society could be established through whom the weakness of the family in the past could be presented to those who would be interested in the child's welfare and consequently in that of the family also. It has been suggested that the work already attempted in Brooklyn by a voluntary organization which is forming, might be presented for the consideration of this conference. I have felt that the work has not sufficiently advanced to enable the writer to present such a statement. I would say, however, that with the active co-operation of several charitable and benevolent societies in the borough of Brooklyn of the city of New York, an organization has been formed, with the presiding justice of the children's court as its president, and a full set of officers, to consider and endeavor to remedy the condition of affairs that is here presented. Mrs. Tunis G. Bergen, herself a member of the State Probation Commission, appointed by the legislature in 1905, to consider and report on the whole system of probation of offenders,

has kindly volunteered, at least for the time being, to act as honorary secretary of the association. It is contemplated, later, however, to employ a person for this position who will be able to give his full time and attention to the duties. The voluntary work of Mrs. Bergen, along all lines for human betterment, is so well known that some degree of success is assured. In closing this postscript, as it might be called, for the writer has not had time to review the whole paper, I must leave the question with you, as before presented.

CHAIRMAN FOLKS: We are fortunate in having with us Father Hickey to open the discussion on this subject of the care of children. We will now hear from Father Hickey.

RT. REV. THOMAS F. HICKEY: I appreciate the lateness of the hour and I regret it, as I consider this is one of the most important, one of the most vital subjects of this conference. In the first place it has to deal with a class of humanity in the period of construction, with children or young people who are dependents or delinquents. We have thousands of these in our State, and our institutions are doing admirable work for them; but when a boy or a girl passes beyond the walls of that home and goes out into the world, either to return to his natural home or to be engrafted on another home, the responsibility of the institution does not cease but only becomes intensified, and it becomes more difficult, as we all understand. It is comparatively easy to deal with hundreds of children under the discipline of an institution as against dealing with a few children scattered over the State. I am thoroughly convinced from my short experience as a parole agent of the State Industrial School and with my dealings with children of other institutions, that it is necessary — I will say absolutely necessary — if we are going to make our work comparatively perfect, to continue that work beyond the walls of the institution.

We recognize all that is being done for the physical, mental and moral or religious training of the boys and girls in our various institutions. It is a blessing to many of them that they enter these institutions. Many of them receive for the first time words of life and kindness. The physical man is looked after as cannot be done at many of the homes whence many of these boys come; training such as has been described to-day is given in the institutions, and then by the broad and generous and just spirit of our State constitution the religious rights of the boys and the girls are thoroughly respected in these State institutions, so that



everything that can be reasonably desired or which should be expected is given to the children.

Now, that investment means money, time, care and great pains, and if that work is to be left imperfect, even relatively so, I hold there should be an instant remedy. We realize that the first claim on the child is its natural home; and in dealing with dependents and delinquents we learn to know that in many cases the cause of a child going to an institution is not from the child, but from the home; and if the cause is from the child it is because of its weakness, and not from any malice of the child. If when the child leaves the institution it goes back to that environment, we assume responsibility. That is the principle of it. When that child is committed legally to an institution, the institution becomes the adopted parent of the child and it has all the obligations of the parent to the child; it has no right to experiment on the child.

Now then the institution must follow that child to that home, and as our institutions are varied and conditions are not alike, it is impossible to give any hard and fast rules; but I believe that supervision should be continued, and it should be a supervision of authority and kindness blended. By authority I mean that all the authority that can be vested in an institution should be conferred on the institution. I remember in my visits throughout the State a great deal of my strength lay in my authority. I was a parole officer of the State, and the institution had charge of the child until it became of age. The parents of the children recognized that. Therefore it is indispensable that you should have authority and I believe that authority should be given as far as can be. All the attributes of character which go to build up human nature should enter into this work. I not only encouraged but urged that that supervision be followed by industrial and moral training, and I think our net gain from this would be materially increased and that the money invested in the great institutions in this State will have greater return according to the greater amount of supervision exercised over the child after it has left the institution.

MR. WOODWARD, of Lockport, N. Y.: I am Secretary of the Home for the Friendless and a delegate to this conference.

Speaking of the care of children after they are placed out I think that Lockport is about the only place that keeps a person to watch the children continually and report back to the trustees. I am also one of the trustees of the home. We have had at

least 1,000 children, and we have all the time had a man to watch over them, to see whether they are in the proper place or not after they leave the institution, and if they are not to put them in another place. Out of those 1,000 children we haven't had a single case of one of them being arrested. We keep up that supervision over a child continually; we pay a man for watching the child. We have between fifty and sixty there now and we keep that number; and this man is kept continually watching over those children to see that they progress in the right direction. I think there is a great deal of money expended to just put the child in the proper place, and then they leave him to go wrong. I think we should follow him up and see that he is properly placed and keep up the supervision continually. If this supervision is a good thing you should continue watching him.

MR. ROBINSON (President of the New York Catholic Protectory): I did not intend to join in the discussion, but I wish to say of this departure of Judge Wilkin's, which Mrs. Bergen referred to, in summing up the paper — I am sorry the whole paper was not read — in following up this plan Judge Wilkin consulted with representatives of institutions in New York. I told him that, there was an institution which had employed for years, a man to follow up the boys discharged on probation; and it was not too much to say that this institution could employ well and profitably at least a dozen probation officers to keep in touch with the families of the boys discharged. This departure will fill a necessity in that field. The institution I refer to has done this work for five or six years as far as possible, but we expect the society now established in Brooklyn, and soon to be established in New York, will do the same work and accomplish much.

In regard to the "after-care" there are other methods, and I refer now to the work done by the New York Catholic Protectory, in establishing a home for those who should remain in the city. On the subject of the dependent and delinquent I would remark that the majority of the boys in that home have been admitted as delinquents to the protectory; they were committed for petty larceny and other petty crimes. In the juvenile courts of other cities — Chicago and Boston — it is impossible to commit for petty larceny, a boy of ten or twelve years who takes some paltry thing of the value of ten to twenty-five cents, and have go out before the world from the institution as a "refr

boy." These boys should not be committed for petty larceny or for other offenses at such tender age. We had a case of burglary the other day, nine years of age. He had been in the company of bad boys and they had broken into a shanty and took some old lead and sold it for ten or fifteen cents and used the money to buy candy. Committing boys of that age for such offenses should be stopped. The judges should not commit under such titles unless the boy has offended several times and is of confirmed bad habits. I think this is an exceedingly important matter, and New York City should come to the practice of Boston and Chicago; the offense should not be given prominence, but the child should be committed as "negligent or wayward," without giving it a label of "petty larceny."

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### THIRD SESSION.

*Wednesday Afternoon, November 14, 1906.*

PRESIDENT MABON: Is there anything coming under the heading of "General Business of the Conference?"

MR. WILLIAM R. STEWART: At the sixth conference the attention of the conference was called to the death of one of its members, Mrs. Josephine Shaw Lowell, and that conference took action by appointing a special committee of six, the then president of the conference and the five ex-presidents, to frame a minute to be submitted to this conference. That committee has met during the interim, framed a minute, had it engrossed and sent a copy to Miss Lowell. It could not form part of the record of the last conference, therefore the committee now presents it.

"Mrs. Josephine Shaw Lowell, a member of the New York State Conference of Charities and Correction, departed this earthly life at her residence in New York City, on October 12, 1905.

"Mrs. Lowell's services to the cause of philanthropy stand pre-eminent. Her life from early womanhood was devoted to the poor, and her achievements in their behalf are seen on every hand. In breadth they encompass the State and their uplifting influences touch every form of suffering humanity.

"A firm believer in the value of conferences of this nature, she willingly served as a member of the provisional committee

of fifty, appointed by the State Board of Charities in 1900 to organize the conference.

"In recognition of her work in behalf of a reformed civil service, particularly in public institutions of charity, Mrs. Lowell was elected chairman of the committee on politics in penal and charitable institutions of the second conference, which met in New York City. She prepared and presented the report of the committee, and presided at its meeting in the assembly hall of the United Charities Building, November 21, 1901. Mrs. Lowell was also a member of this committee of the third conference.

"At the fourth conference, Mrs. Lowell was a member of the committee on the treatment of the criminal, a subject to which she had given much attention, but failing health prevented her from participating in the work of subsequent meetings.

"This conference and the charitable work of the State will miss the influence exerted by Mrs. Lowell, for every good cause to which she put her hand prevailed. In common with all who knew her, the members of this conference deeply mourn the loss it has sustained in her death."

"Wm. Pryor Letchworth, president of the first conference; Robert W. de Forest, president of the second conference; Wm. R. Stewart, president of the third conference; Thomas M. Mulry, president of the fourth conference; Robt. W. Heberd, president of the fifth conference; Nathan Bijur, president of the sixth conference."

I ask that the minute be adopted and that it be recorded in the record of the proceedings of this conference.

PRESIDENT MABON: It seems eminently appropriate that this memorial should be included in the proceedings of this conference. As Mr. Stewart had said the committee was appointed last year and the action was taken at that time, but no record could be entered then.

Is there any matter of general business to come before the conference this afternoon? If not, we will proceed with the papers. I take great pleasure in introducing to you Mr. W. H. Allen, the general agent for the New York Association for Improving the Condition of the Poor, who will preside over this section of "Care of the Poor in Their Homes," and after the papers have been read and discussion had on the papers, we hope those who wish to discuss the two papers read last night will do so, not occupying more than one or two minutes each in the discussion.

CHAIRMAN ALLEN: In behalf of the committee I wish to report that our committee is unanimously in favor, for this session, of a very free informal practical discussion of the questions that actually trouble us as administrators or as visitors or as practical workers. So far as the treatment of needy families in their homes is concerned it seems we have more to learn from a testimonial meeting than from any statement by a committee. We have, however, introduced two subjects, both of which are relatively new to this body.

We are going to reverse the order and take up first: the care of needy families in small communities, and see to what extent, if at all, any different method should be used in small communities from that laid down as orthodox and standard for larger communities.

The first speaker will be Mrs. E. Kuichling, of various Rochester charities.

MRS. E. KUICHLING: The poor in all communities can easily be classified in this way: Those who will work, those who will not work, and those who cannot work. I shall say very little about those who will work, because the condition of poverty in the homes of those who will work is a very serious problem, and as was said by one of the speakers last night the remedy for that is a campaign of education; and I was gratified to learn that suggestions were made for beginning such a campaign of education, both of the public and employers as well as the people, in the use of the income, the use instead of the waste.

In the other two classes it seems the causes of poverty are in general, sickness, old age, mental weakness, permanent physical debility, lack, or loss, of work and a chronic disinclination to physical or mental exercise. These causes prevail in the smaller communities in proportion to the population; and as the larger cities reach out and absorb these communities they make accessions of this poverty, and they also attract the unsuccessful and the discouraged from homes abroad; and thus the proportion of poverty in comparison to population is vastly greater in large communities than in the smaller ones.

In the small communities the poor have a greater measure of light and air. This is denied to those in centres of large population, but on the other hand the social side of life in a crowd, the interests and entertainments of the street and neighborhood, and the pleasures furnished by rich municipalities, such as play-

grounds and band concerts, together with the charities from public and private sources, make the lives of the poor in cities much happier than those of the indigent in small communities. The best proof of this is the impossibility of transplanting the poor of cities to the most favored places and conditions in the country.

In the list of causes of poverty, sickness is given first place, as it receives earliest recognition and relief in small communities. It is said to be the policy of this conference to fit its discussions and suggestions to the conditions of the town in which it meets. Therefore I may be permitted to cite the experience of Rochester to illustrate the need of organized charity in smaller communities. In the early days of our history the custom of direct giving prevailed. It was a kind and neighborly custom whereby the superabundance of one household, in food and clothing, was passed on to another less happily situated, and many large families were thus reared without loss of self-respect. The churches established poor funds and tried to look after needy members of their congregations; but as this locality was like other new sections of the country, and sickness threatened its growth and prosperity, it became evident that some concerted action must be taken if all cases of illness were to be found and cared for. Accordingly in 1822, as the mayor of Rochester told you last night, the Female Charitable Society was organized. The village was then only five years of age and it was only nine years after the Indians had celebrated their last pagan rites on this site. Its charter says this society was "formed for the relief of indigent persons or families, in cases of sickness or distress."

Rochesterville has become the city of Rochester with a population of two hundred thousand, yet the Female Charitable Society still exists and carries on its work, through district visitors, in practically the same way that it did eighty-four years ago.

The churches also continue their relief work. It is not necessary to mention the secular societies and institutions established here for the care of different classes of the poor and helpless. There are many of them, and of a kind with which you are all familiar. After a time abuses crept in and it was found that families were getting aid from many sources, and sufficient in amount to relieve them of the necessity of labor. Several members of the household would attend as many different Sunday schools or churches, and others called upon different societies or individuals, and the family collectively made demands upon the city poor

partment. To remedy this overlapping the Charity Organization Society was founded. As one of its charter members I recall how definitely it was settled that this new agency should be used for investigation and recommendation only, and not at all for relief. This rule was modified when it was found impossible to deal with all cases as originally planned.

How much work the Charity Organization Society is doing at the present time, I am unable to say. Mrs. Arnold will tell you of that, but it is safe to say that whatever relief is given is preceded by a very careful investigation and the methods of this society seem well adapted to the needs of smaller communities.

Where there is no organization of this kind the natural channels for getting information concerning the poor of the community would seem to be through the churches and the schools. The relation of the teacher to the scholar and what she may do for pupils who come from homes of poverty, has been considered in a previous discussion. It is well known that the churches in the great cities are coming into closer relation with the people through their institutional departments. Many of them have city missionaries who spend their time in working for the relief of the poor. Certain churches ordain deaconesses for this work, while others employ women to look after the poor and the sick of the congregation. Any man or woman well fitted for such investigation, and devoted to the work, may accomplish a vast amount of good in either small communities or large ones.

With the enormous influx of foreigners and their wide distribution over the northern states, it is becoming very necessary to take account of the increasing poverty in villages and small towns; and it seems to me that the best agency for this is a society organized for investigation, and so administered as to gain the respect and co-operation of churches and of city and village officials; but let there be added to that the means and the authority to give immediate relief in extreme cases.

CHAIRMAN ALLEN: The definition of "small city" is so broad that Mrs. Knichling has included Rochester in that definition. Rochester, from the standpoint of New York City, is a small city.

The second city to be directly represented is Elmira, which has between 35,000 and 40,000 inhabitants. I am sure it will be interesting to hear from the official representative of both public and

private charitable works in Elmira. We will now hear from Miss Pratt, of Elmira.

MISS ANNA B. PRATT: Elmira is much smaller than Rochester, and can in truth be called a small city, but we find that we need concentration and co-operation as much as in any larger city. They tell us that Pennsylvania has been sending up her poor because we are so charitable. We found one family that had been aided by three societies, four churches, two sunshine societies and a visiting nurse; besides coming to the overseer of the poor. That office was giving more relief than any organization. If a man appeared to be respectable and his neighbor said he did not drink he would get a little help if he went there. Thirty-eight families had been aided for ten consecutive years, and their children and their grand children were going there for shoes. In one instance an aged couple was given attention because the overseer of the poor had played with the wife in the old country; their son-in-law conducted a grocery store and his wife wore her jewels. Because the supervisors voted that it would not be wise for the overseer to give more than \$10.00 a winter to any one family, there were even worthy people who felt that they should have that amount for their coal. One young and able-bodied colored man said he wouldn't have voted for the mayor if he had thought he could not get his coal during the winter.

Fortunately last January it was made possible to reorganize the charitable work of the city through this office. The churches and relief societies came together and formed a committee of federated relief, whose secretary is assistant to the overseer of the poor. At first the city funds were used for the work and it was not until November, of this year, that all out-door relief was abandoned. Now the money used is raised by subscription and except in emergencies nothing is given without a thorough investigation.

All the churches came into the work. In one very small and poor church there was no minister and the only person, whom they could recommend to represent that church, belonged to a family that had been aided by the overseer of the poor for eighteen years. When at last they understood the situation they gave up the aid, and the man was ready to do what he could for his mother's support.

But the greatest difficulty in Elmira is that the people do not yet understand. A visitor was asked to call upon a poor family



in the church. All she saw was dirt and all she did was to give old clothes to gather more dirt. Old clothes and a dime have been the panacea for many ills, but there are those now who see the evil of such indiscriminate giving and are reaching out for a remedy. How can we make the people understand the need that exists for trained workers? Will not this conference give us suggestions?

CHAIRMAN ALLEN: The President announced that time would be given at the end of this session for two-minute discussions of last night's papers. I am grateful to our president for thus connecting the question of standards of living, with the subjects of this section. Our second question is the need for relief of expert attention disclosed at school. I think it will be more satisfactory to all of us if at this point instead of asking questions or as three phases of the same subject we treat these three subjects as a whole, rather than as separate subjects. Therefore, I venture to ask your unanimous consent for the discussion of these three subjects as a whole.

Commissioner Darlington has not been able to attend, but he has sent us as the representative of the Health Department of New York City, Dr. John J. Cronin. Dr. Cronin has thoroughly examined 100,000 children up to the present time. You will find by the cards in your seat the percentage of those children needing attention. In short his thesis is that for every child found to be in need of dental, mental, ocular care or better food, there is a home needing some attention from a relief society or, perhaps, a hospital. Dr. Cronin will tell us how New York City finds those who need such attention.

#### PAPER BY DR. JOHN J. CRONIN.

The opportunity of studying various social problems by a proper system of physical examination of school children in the school is recognized now as most desirable; in fact, so pointed are the suggestions offered by this method that Mr. William H. Allen has stated that he believes no home investigation should be carried on, until after the condition of the children and a report thereon has been received from the school physician. There should be strict co-operation of the health authorities and the authorities of the charitable organizations.

In the city of New York there are about 600,000 children in public schools. In the borough of Manhattan only are inspec-

tions of all public school children made with any degree of regularity or system; in the other boroughs, on account of great distances between schools and the small number of medical inspectors, public schools can be visited not more frequently than twice a week, and then the amount of work performed is necessarily meagre.

For this reason, therefore, the present talk will refer only to the school children of the borough of Manhattan. In Manhattan, September, 1906, we had 323,000 children in 147 public schools, 48 parochial schools, 30 industrial schools, 47 kindergartens and 2 private schools.

From the beginning of this school year, we have found in school 36 cases of diphtheria, 17 scarlet fever, 211 measles, 369 chicken pox. These cases having been found in the very early stages of the disease, it means a great reduction in number of exposures of other children of susceptible age. Tuberculous cases are referred to our Tuberculosis Clinic. The cases are very few indeed. Two cases only have been recorded this year. On class index cards are recorded 12,470 cases of trachoma — trachoma is now an entirely different disease from what it was; no such severe cases as were found originally.

The chief work of the department is the physical examination of school children, in contradistinction to the inspection for contagious diseases.

From March 27, 1905, to September 29, 1906, 99,240 children were examined by 65 inspectors of this department. Of this number, 1,790 had marked nervous disease; 30,958 defective eyesight; 1,956 defective hearing; 11,968 who can't breathe properly through nose; 39,778 had decayed teeth; 18,131 had hypertrophied tonsils; 9,850 had adenoid growths.

A special examination of children who are backward in their studies showed that 95 per cent. had some defect of eyes, nose, throat and ears, which in 95 per cent. of these cases was remediable by a slight operation or proper adjustment of eye-glasses. In a very limited way, as regards a group of children, operations have been performed on 137 children of one school and thirteen had eye-glasses adjusted.

Reports from teachers show that the improvement in conduct, effort and proficiency of these children has been so marked that in a very short time they have been able to advance them to higher classes.

716 SEVENTH NEW YORK STATE CONFERENCE OF CHARITIES.

Many individual instances of similar improvement in study after operation could be cited.

"Public School 110,  
Broome and Cannon Streets,  
ADELINE E. SIMPSON, Prin.

DEPARTMENT OF EDUCATION.

OFFICE OF THE PRINCIPAL OF PUBLIC SCHOOL No. 110,

*Borough of Manhattan, Oct. 1, 1906.*

Dr. J. J. Cronin, Chief Inspector, Division of Medical School Inspection, Board of Health, New York City.

My Dear DR. CRONIN:

You will doubtless be interested in learning about the little ones who were operated upon last June. Without exception, we have found a marvelous improvement in these children. They all assert that they can breathe better, sleep more soundly and have better appetites. Several of the boys have been able to give up their habit of cigarette smoking and all appear to be in far better physical condition; mentally, they exhibit an unusual alertness, interest and intelligence, the absence of which was the chief and most noticeable feature of their previous condition.

Of course, many of these little ones were fortunate enough to have been among the children who were sent away for the summer by the A. I. C. P. and pure air and nourishing food have performed miracles for them. Even our lowest types of mentally defective pupils exhibit a wonderful physical and mental improvement, which only can be appreciated by those who come in daily contact with the children. Much of their abnormal restlessness and nervousness has disappeared, and they show a ready response to directions which previously was wholly lacking, the latter probably due to their improved hearing.

On behalf of those who are unable to convey their gratitude to you in any other way, permit me to thank you for the generous aid and encouragement you have afforded the unfortunate little ones of this crowded east side. I regret that you cannot listen to the parents who have come to thank me for the interest we have taken in their little ones and the benefits those little ones have enjoyed.

Again, thanking you sincerely for your interest and co-operation, I remain,

Very respectfully,

ADELINE E. SIMPSON."

This fact having been established it follows that all children should have the benefit of a proper physical examination. When it is considered that from March 27, 1905, to June 30, 1905, of school year 1904-1905, the entire school year 1905-1906, and from September 11, 1906, to September 29, 1906, of school year 1906-1907, only 99,240 children have been examined of a school population of over 600,000; further, that 66% of children examined show need of medical attention; that 95% of backward children have physical defects; that 95% of backward children improve after operation and proper adjustment of glasses, in conduct and proficiency in studies: it follows that the city is not doing its full duty with all its children in that only 16% of the children in one and one-fourth school years have been examined.

For Manhattan, 140 school inspectors are needed, so that each inspector has about two schools to look after. This would give each inspector about 2,000 children to care for, and would allow a re-examination of all children each year, and a re-examination of defectives each term.

With the present imperfect system, about 30% of the notices to parents advising treatment are honored; if we could keep after them, more could easily be accomplished.

About these adenoid operations: On investigation, we found a special class of defectives in public school No. 110, about 150 in number. This showed about 95% defective. Two or three boys were backward, never having been at school, or were foreigners. Eliminating these, the class showed 100% defective of eyes, ears, nose and throat. Operations were being done at Mt. Sinai Hospital in clinic of Dr. Emil Mayer. These children were obliged to travel about five miles each way to this hospital; that means, after operation the children had the shock of this journey to endure. At the best, only four or five children were operated on each week. There were 137 who needed operation — some 56 had been operated on. Now, arrangements were made through Mr. Allen of the Association for Improving the Condition of the Poor to send all these children to the country, provided they had been operated on. Therefore, parents' consent was gotten, and Dr. Mayer and assistants agreed to do the work, and Dr. Maxwell, City Superintendent of Schools, allowed the work to be done in the school. It was done on June 21, 1906, Thursday. Eighty-four children were operated on by Dr. Mayer, Dr. Yankauer and Dr. Ballin. Seventy-six children reported for school the next day and there

were a number of mothers who wanted their children operated on, the next time they were to be done.

The following Monday there was a full house at the ice cream party given by the principal, Miss Simpson. The value of noting and correcting these defects early, as far as the child is concerned, may be appreciated best by stating boldly that I believe the neglect of these matters by the State results in the propagation of bad citizens.

It must not be understood for a moment that I wish the municipal authorities to correct these physical defects. On the contrary, some rule must be adopted that all children are advised to consult their family physician. Then the family physician disposes of the case — either he operates or adjusts glasses himself, or refers them to some institution for treatment.

And a plea for the co-operation of the family physician: Kindly believe that the inspector of schools is honest; believe that he has had sufficient medical training, and in the same way as you would respect his opinion if he referred to you for consultation, respect his opinion now. If he errs, tell the authorities, not the laity: so much good is being done that this is your duty.

With co-operation of health, school, charitable and private authorities, co-operation of the parents is easily obtained. When the parents are told their children are backward, considered dunces, and have defects which prevent them from studying and learning properly, they readily yield consent to operations.

If they are told their children cannot become soldiers, policemen, firemen, or enter the service of the government if these defects are not remedied, you will be able to do as you please with the children.

The co-operation of teachers and principals is not exhorted — we have it; the teachers and principals are rather impatient that we do not do more. Now, I am impatient also. What we want will come, and soon; but what I regret is that the poor unfortunate who needs attention now may be neglected on account of no or insufficient attention, and simply by a narrow margin of time, will be doomed to a life of drudgery.

The State must enact laws such as these. All children must be made physically perfect and the government inspectors must pass on this perfection before the State will accept the responsibility of educating these children. Any refusal to comply with *the law on this matter* (of course, right of appeal being granted

to any parent against the diagnosis of the school inspector) should be punishable as interfering with the compulsory education law.

No one who has investigated this subject, and has seen results of cases attended to, will doubt that with a proper system of school inspection so that each child is required to show a card signed by a medical inspector as to its physical soundness and ability to absorb knowledge, the cost of educating a child is reduced. This reduction in price of educating is accompanied by a higher degree of scholarship, and industrial efficiency will be enhanced; habit disorders, immoral conduct, truancy will be practically eliminated.

The money now wasted to support prisons, truant schools, pay teachers for teaching backward children, and, more than all, the association of these moral degenerates with good children, thus causing imitative disorders, may be spent in giving proper parks, gymnasiums and instructors, swimming pools, etc., to help better physical development.

Who doubts, when you consider that among those children who lead in their classes, you find no bad habits, that there is a reason. The end of the child is to love to study, to learn. If they are physically perfect they satisfy their nature by study. But the poor defective can't see, or his brain cannot work on account of altered cerebral circulation, or he can't hear — is it any wonder that he becomes a moral degenerate?

So little is needed, apparently, to make the children we have perfect, that the government must compel compliance with its advice. If we do assume the responsibility of protecting a child against physical harm, we must more strenuously protect a child against the ignorance, the hysterical and spasmodic concern of its parents, which doom a child to a life of sin, drudgery, and degeneracy as regards these particular children, and save our good children the dishonor, the disgrace of association with these moral degenerates. To get results, the children must be attended to early, before six, seven or eight years of age. After two or three years of school life, some habits are formed. These are much more readily prevented than corrected.

Our duty is manifest: Let us all unite in our best efforts to save the child.

The public school child is, after all, a very healthy proposition; if he were not, considering the prevalence of physical defects and the unhygienic mode of living, a great many more would have

dropped by the wayside before completing their school life. What influence the Department of Health may have in producing improved living conditions is not always demonstrable. It is presumed that if the rules and regulations of the department were ideally carried out, that there necessarily would be less contagious illness than there is; whether it will ever be possible to produce an ideal condition among the inhabitants of the city, such that self-concern and concern for the members of their family will be paramount to the question of business or money, is the question to be settled before we can determine just how much good can be really accomplished.

As regards the physical examination of school children, often when it is recommended by the inspectors of the department that treatment is necessary, the parents object and assert that the department is using its doctors to make business good for the medical profession. Members of the medical profession, in some very few instances, criticise the department physicians for incompetency, and sometimes so forget themselves as to state such opinion to parents; this opinion is not made less by repetition as it is spread throughout the school and neighborhood, causing less respect for honest efforts of the inspectors of the department. The officers of the department cannot always formulate rules that will be exactly right for every condition and satisfactory to everybody. That the officers of the department always give due consideration to the members of the profession cannot be successfully gainsaid. I trust the time is near when all physicians will have a proper ethical consideration for the fellow practitioner who feels that service in the department is necessary for a proper livelihood. I feel that all members of the profession have an honest desire that the health of the city shall be maintained at the highest possible standard; this certainly is the desire of the officers of the Department of Health. Public departments are so correlated that one department demands that the other departments perform their full functions. The Department of Education holds the Department of Health to the task of preventing as much contagious disease as possible from occurring in the children of the public schools. Consequently, medical inspection of schools was demanded and inaugurated in March, 1897. This system employed 150 men at \$30 per month who had charge of one or two schools. The duty consisted in a morning visit to the school *to examine all children* suspected of having contagious disease.

This system continued until September, 1901, when a different plan was adopted. In the fall of 1901, fewer inspectors were assigned to the work and they were remunerated at \$100 a month. It was required that the regular assignment of work would require the time between 9 and 12 A. M. Each man was assigned to four or five schools, the attendance of the group averaging about 5,000 children.

The method consisted in morning and routine inspections: morning inspection consisted in calling at the school at a definite time and reaching all schools before 10 A. M. At this time, the inspector examined the following classes of cases:

- (1) Those isolated on account of suspected contagious diseases.
- (2) Those who had been absent for several days.
- (3) Those excluded from school.

When morning inspections were completed, the inspector returned to some one school and made routine examination of each child in each class in the school.

At the beginning of each term a class index card was made out, recording the name of each child with any communicable condition or disease. On subsequent routine inspections, the children recorded on the class index card were called in turn and examined and required to show evidence that the child was under treatment.

The pediculosis cases were easily disposed of by appointing school nurses to treat, advise and visit the homes of the children to instruct parents; while we still have a great number of cases of pediculosis recorded, there is a marked change in the character of the pediculosis—we find very few really bad cases—and it is now a rarity to find any cases with demonstrable live pediculi in the head.

The trachoma cases numbered at first 17,000. This great number was thrown at once on the clinics of the city and rather overwhelmed the services of the various dispensaries. Complaint and criticisms were the pleasantries heaped on the department inspectors in many instances on account of diagnosis. Refusal on the part of some clinics to treat trachoma was another factor to be combated. The almost universal refusal on the part of the eye surgeons of clinics to give certificates of treatment necessitated some action on the part of the Department of Health, and all this time the poor children suffered unwarrantedly. The condition



was simply this: the department inspectors found 17,000 children suffering with a contagious eye disease of which they and their parents had no knowledge; this fact was promulgated by the department and the children ordered under treatment; in some instances refusal and in others the inability on the part of clinics to treat them, showed that the department must take action; the attitude of the department compelling these children to be excluded unless they could show evidence of treatment was a correct one; the almost universal refusal of eye surgeons to stamp cards or give the certificates that children had been under treatment was a factor which worked a hardship on the poor school child. The children complied with the rules of the department, but had no documentary evidence to show that they had really been treated; much comment was expressed as to the ability of the inspectors to make a proper diagnosis. More criticism publicly voiced than could be called strictly ethical was indulged in among some few medical men of the bad diagnosis made by medical inspectors. One would imagine that no effect was made to have the inspectors qualified for their work. As a matter of fact, lectures were given to the inspectors at various times in the year, clinical cases were shown at the lectures to demonstrate the condition. At the New York Eye and Ear Dispensary, and at the Department of Clinics, each inspector received a two weeks' service at the clinics. If too many complaints were made against an inspector, and it was found that he made too many wrong diagnoses, he was again assigned to the hospital for instruction. Where the outside physician differed in opinion from the inspector, and the inspector felt he was right, the case was referred to the consulting oculist of the department any school day between twelve and one.

Now these men who are in the service of the department are graduates of reputable colleges; are licensed to practice medicine in the State and members in good standing in the medical societies, and have been successful candidates in civil service examinations and spent time in hospitals and dispensaries under good tutelage, and justly demand that they be used as ethically in their department work as if they had referred a case to their fellow practitioner privately. The department officers might think their course wrong if it were not for the fact that so many representative men from the various colleges, hospitals and dispensaries and societies, who are always consulted before any marked innovation is adopted, not only say that what we were doing and are

about to adopt is right, but affirm it is an unavoidable duty we must recognize and perform.

Many times, special assignments were given to the oculists of the department to inspect a school, in which it was thought too many cases of trachoma were recorded. Invariably the report came back that the school inspector was at least 80 per cent. right. Oculists agree that in doubtful cases this discrepancy is not very great. The department was compelled to open an eye hospital and dispensary at Gouverneur Hospital in December, 1902, and also at One Hundred and Eighteenth street and Pleasant avenue in March, 1904. All operations are performed now at the One Hundred and Eighteenth Street Hospital; there is only a clinic at Gouverneur slip.

The following shows the number of cases at Gouverneur Hospital from December, 1902, to March 12, 1906:

	Not school cases	School cases.
Number of cases treated by operation.....	.....	5,039
Number of revisits .....	.....	417,184
Number of cases rejected as not contagious	74	889

Number of cases at One Hundred and Eighteenth Street Hospital, from March, 1904, to May 12, 1906:

	Not school cases.	School cases.
Number of cases treated by operation.....	106	2,955
Number of revisits .....	9,161	84,953
Number of cases rejected as not contagious.	157	1,183

An investigation by an oculist of 615 cases operated upon showed the following result:

Number of cases operated upon.....	615
Number of cases re-examined.....	251
Number of cases cured .....	195
Number of cases showing more or less trachoma.....	56
Number of cases not found, due to transfer or discharge from school.....	364
Percentage of cures .....	78%

For some years it has been thought that the department functions were more than the mere looking after and finding contagious diseases; the matter was seriously taken up and forced on the attention of officers of the department until action was taken during the fall of 1904. Oculists were assigned to special duty of testing the vision of school children. They found about 29 per cent. of the children had defects of vision. Then the regular inspector was instructed in this work by oculists and assigned to examine the vision of all children in his school. These children were not selected, but each class gone through, child after child. The results showed about the same average of defects. Inasmuch as these children were examined privately in a room generally about twenty feet long, it was thought that a complete physical examination could profitably be made and reports of defects sent to the parents, requesting them to take the child to the family physician for treatment.

The prime instruction given to the inspectors is that as far as possible they must make a proper diagnosis, otherwise, they must be conservative, and if anything is honestly indefinite as to the nature of the disease or condition, that child must be referred to the family physician as the consultant for further disposition of the case.

It is in these cases that a great grievance is felt by the inspectors of the department. These children are examined in the ordinary schoolroom — clothing and sometimes the light and facility for proper examination are not at all adequate; in fact, not 50 per cent. of the schools afford even a tolerable room for this purpose; marked conditions are easily diagnosed, but less marked cases are doubtful, and the inspector does not feel justified in passing the case as normal.

Many times conditions change materially in a few days and if the advice given by the department to go to a doctor is not heeded at once, when the family physician sees the case the picture may be entirely different. While in the vast majority of cases the diagnosis of the inspector is corroborated, it often happens that a letter is written by the mother stating that the family doctor decried the trouble she was put to on account of the poor diagnosis of the department inspector, or, in fact, the physician writes on the card sent to the parent, that there is nothing whatsoever the matter with the child. The department does not request that *errors of diagnosis* be hidden by the physician, but does request

that if the physician has any grievance that this be discussed, not before the laity, but before the proper authorities of the department. Good results have been gotten in so many instances that adverse criticism may be the cause of neglect in some cases that could otherwise be cured; if there may be occasion for complaint, complain in person or by letter to the Commissioner of Health, Dr. Darlington, or the General Medical Officer, Dr. Hermann M. Biggs. You all know such communications will receive proper consideration from these gentlemen; in this way, great and regular offenders could be eliminated from the department staff.

While I am not prepared to prove with figures just what the result of the present work of the department is in advantage to the school child, as one who is brought face to face daily with the facts and appreciates the reliable sources from which the information comes, I cannot help believing that backwardness, truancy, inattention, and other obliquities of school life will be eradicated when the present system is so perfected that not only will the physically defective condition, which is now found in 95 per cent. of the backward and truant children be under such control that an operation or other therapeutic measures may be made compulsory so that the school child may be put in proper physical condition for the absorption of knowledge, but also that it will be feasible for the department to have such further control that each child is examined and made right before it is allowed to enter and attend regularly at school. A certain time should be allowed for arrangements to be made for these remedial measures, but at the expiration of that time, if nothing is done by the parents, the child should be excluded from school. Just as is now the case with vaccination, so would I like the rule for the physical condition of the school child; much valuable time and nervous energy that is now wasted by teacher and child on account of obstructive physical conditions would by this means be saved.

When the work was first started, the number of defects was found so great that the higher officers of the department did not think the reports reliable. Special men selected on account of clinical associations were, therefore, assigned to the work and given the names of ten or twenty pupils found defective by the inspectors. These children were re-examined and the reports compared with the original. As is usual, the cases re-examined by specialists were found more defective than originally stated, and in some instances those not considered defective originally were

found with some fairly well-marked defect. This was continued until the work of each inspector was reported on.

The following is a brief report on the work performed from March 29, 1905, to March 31, 1906:

Number examined . . . . .	79,065
Number of cases of bad nutrition . . . . .	4,537
Number of cases of anterior cervical glands . . . . .	22,493
Number of cases of posterior cervical glands . . . . .	4,989
Number of cases of chorea . . . . .	1,184
Number of cases of cardiac disease . . . . .	1,332
Number of cases of pulmonary disease . . . . .	885
Number of cases of skin disease . . . . .	1,574
Number of cases of deformity of spine . . . . .	674
Number of cases of deformity of chest . . . . .	500
Number of cases of extremities . . . . .	663
Number of cases of defective vision . . . . .	24,534
Number of cases of defective hearing . . . . .	1,633
Number of cases of defective nasal breathing . . . . .	8,974
Number of cases of defective teeth . . . . .	29,386
Number of cases of defective palate . . . . .	936
Number of cases of hypertrophied tonsils . . . . .	13,411
Number of cases of post-nasal growths . . . . .	7,375
Number of cases of defective mentality . . . . .	1,477
Number of cases where treatment was necessary . . . . .	50,913

All defects are noted; no condition, however slight, is neglected from the departmental standpoint. The policy of the department is conservative in the extreme. It is better that a few doubtful cases should be examined specially by the family physician than one real case should escape notice until irretrievable damage may have been sustained. Consequently, bad teeth are as great a defect as the presence of adenoids or defective vision; one allows as much absorption of toxic substances as the other and may cause as much physical inconvenience and interference with school life as the other.

Calling attention of the parents to these small defects and the profession attending to these slight conditions, may produce such public concern that people will be alive to proper care of their children.

What part do defective teeth, enlarged glands, tonsils and adenoids play in spread of contagious disease? If not the cause, they are certainly a potent predisposing cause. It would be interesting to note whether or not the number of contagious diseases would not diminish if the Department of Health could control the conditions so that adenoids, tonsils and teeth might be properly attended to before the child is accepted as a member of the school and looked after regularly thereafter. It would help as regards diphtheria; the mortality of diphtheria now has been reduced so low that the treatment of diphtheria is uninteresting. We should look now to reducing the number of cases. Why shouldn't the child population of each tenement house be immunized at the time the case reported is attended to? Secondary cases in families where there is a case of diphtheria, if the rest of the family is immunized, are so infrequent as to be of no account, 0.4 per cent. being the actual number. Day after day we find cases of sore throat in classes in which a pupil at home sick with diphtheria has attended; why shouldn't all the children exposed in the schoolroom be immunized? With immunization more generally adopted and faulty throat and nose conditions relieved, the number of cases should be reduced. When it is learned what classroom the sick child attended, fumigation should be performed in this schoolroom on the very day that the knowledge has been obtained. This fumigation should be done also for measles and scarlet fever cases which have recently attended school.

As I remarked earlier in the paper, up to date the work has been merely experimental. At the present time, however, an experiment is about to be tried which will prove or disprove one of our contentions: that is the assertion that physical defects militate against higher scholarship.

At public school No. 110 is a special class for backward children. The class numbers 157; seven children of this number are in the class due to the fact that they never had entered school; two boys, ten and seven years, had never been to school, were found in a cellar, one made 4,000 and the other 3,000 paper bags per day; the other five are foreigners who were too old and backward for assignment to any of the regular grades.

The remaining 150 were children who entered school in the ordinary way, but who for some reason or other did not progress. The school is recruited from the backward children of the neighboring schools, the children's police court, and truant school,

New York Juvenile Asylum, New York Catholic Protectory, and Randall's Island. They have been referred to this school as impossibles.

A physical examination was made of these children by an inspector who devotes his time to special study in children's diseases, and his report shows about 95 per cent. of the children have physical defects more or less marked.

It is proposed that all these physical defects be remedied at once.

At Mt. Sinai Hospital a number of cases have been operated on for adenoids, hypertrophied tonsils and nasal obstructions; inasmuch as it is a hardship for these people to pay car fare and go any distance from home, parents have consented to allow operation on all these children in the school just as soon as permission may be obtained from the school authorities and a surgeon obtained.

We have the history of these children from their former school, as regards their scholarship; we have a complete history of the child from the day he entered this special class, the daily report showing and noting progress or retrogression; we have a complete history of physical defects of the child; we have a history of the home life of the child. Now with the persuasion of the principal and teachers of the school, we have gotten the consent of the parents to allow the operations to be performed.

The date of the operation will be noted and strict record kept of changes in conduct, attention and learning, noted daily (and, by the way, the amount of interest shown by the principal, Miss Simpson, and her coworkers toward these children — visiting their homes, caring for comfort in a thousand different ways at the expense of the teachers' recreation time — is a picture of self-sacrifice such as is scarcely to be believed by the people of this practical age). All these factors will be compiled into one report and submitted. I have no hesitancy in stating what the result will be — not what I believe it will be; individual reports are many, where with vision corrected, adenoids removed, nasal obstruction relieved, a child has changed from an inattentive, choreic, restless, stupid, incorrigible, nonprogressive nuisance to an attentive, calm, calculating, lively, submissive, progressive pupil. Twenty-five of these children have already been operated on and the principal reports that the improvement in scholarship is marvellous. If we may benefit of these 150 pupils only 50

per cent., and this 50 per cent. will become self-supporting and useful citizens, and if this ratio should obtain all along the line, wouldn't it be a blessing to our country and an honor to our profession from a politico-economic standpoint? Will it not repay a municipality better to invest money now to prevent these slight obliquities from developing so that they make their possessors absolute moral degenerates rather than neglect these conditions with the inevitable result that a greater amount of money will have to be expended for the care of these degenerates with absolutely no hope for the State that they will ever become useful citizens?

One other point, whether or not those underfed, viciously-fed, undersized children should not be compelled to rest during their recreation time and take nourishment such as milk, eggs or other nutritious diet. Certain standard lectures on hygiene should be given at the schools at least twice a week by school inspectors.

At the beginning of the next school year, I hope I may be able to put in operation a properly perfected system of civic school inspection. This will require the services of at least 140 inspectors. Each inspector would be required to be in the school from 9 o'clock until 12. He would not have more than two schools under his supervision. The inspector would be responsible for all of the vaccinations of children entering school, and the supervision of the children's physical condition during the term. All children entering school for the first time would first be examined as to their physical condition, and it would be made obligatory on the parents that all physical imperfections be remedied before the child would be received as a regular attendant at school. The present record would be improved, so that we would take into consideration the height, weight, chest measurements, muscular development of each child entering school. A record will be kept of the family history of the child and its social environment. The card originally made out for each child would accompany that child during its eight years of school life, the card moving from one class to another with the child. With a sufficient corps of inspectors, a general physical examination could be made at least twice a year on each child in the school. The inspector would be responsible for the proper delivery of two standard lectures each week on hygiene. Apparatus should be installed in each public school for the correction of locomotor



defects. The doctor having become perfectly familiar with his children could very well during recreation hour have charge of the forced feeding of the child. Trachoma cases should be treated in the school, except those under the family physician, regularly. If, as in the case of trachoma, the dispensaries and private physicians are unable to attend to the amount of nose and throat work, some means must be provided by which these needy children might have their defects remedied.

It is with such prospects as this that I say the work of medical inspection of schools in its conception is good, and I bespeak the kind offices of all physicians to assist in this good work. If the department will find the defects and you will remedy them, jointly we shall have co-operated to the physical improvement of the human race and encouraged a higher morality among those who soon must assume the responsibility of citizenship.

CHAIRMAN ALLEN: The question of backward children is one that interests all teachers as well as all taxpayers. Rochester's population is about 200,000. The backward population of New York schools is very much in excess of 200,000. This blocking of lower grades makes it impossible for teachers to do what the societies think they should do. I have never heard a better statement of what the child should receive than what I received in a letter from Mr. Finch who has consented to speak on all three of these subjects from the standpoint of a school teacher.

MR. CHARLES E. FINCH: As the first point, I would like to accentuate that principle presented to you by each speaker, namely, closer articulation between all the bodies interested in this question. If there is one thing that has impressed me it is that we are all desirous of doing something for these people, but each is trying to do it alone. If we could each know all that is in the possession of all other workers, much more good could be accomplished. I will leave that as point one.

More study of the home in detail, would be my second point. It is absolutely impossible to know what is going on in the home by passing it on the sidewalk. We must come to it, attempting to study it and to get into the atmosphere and the conditions under which the parents and the children are compelled to live; not conditions we have desired, or that they have desired, but conditions that have been forced on them; and in that connection comes the question of the better home. It is impossible to teach the parents *about better homes* until you give them a better home to live in.

Some people say, "Why not prevent congestion and spread your people."

The first answer is to bring into the congested section good and proper homes; and once they have had a taste of these homes they will seek these better homes on the outskirts of cities. We speak of the cleanliness we would like to find, and we go to the home and wonder how much better we would be under those circumstances, in the crowded tenement without toilet accommodations or other facilities, all crowded into a few rooms. We must help them to remove these conditions under which they are compelled to live. They are not conditions such as they want to live in. We must work to bring to them real homes and better influence for the amount of money as rent which they can pay. It is one of the facts that disturbs you when you come to learn that the people living in the poorest homes are paying proportionately the highest rent.

Then again there is a large class of people compelled to board. What provisions are made for them? Why do they seek this congested family existence? It is because there are no other accommodations at hand. Who will be the one to open a field where these people can find a home-like place to board?

Then coming to the religious question there should be more vital interest in the homes by the various religious bodies themselves. Under the matter we have just heard so ably discussed I want to bring to your attention this sentence which came to me from a medical inspector, a worker who is careful and conscientious. He said, "Who cares what we do? Who cares about this amount of effort we are putting into these things?"

That question carried with it a great deal it seems to me. Do the city officials care? If so, how much are they spending for this? What does New York City pay its inspectors \$1,200 a year for? I won't tell you what Rochester pays; but if we are to get these good things we must remember that they cost money. They are worth all the money that you may put into them; but if we are to have the good things we must face the problem squarely. They will cost us money.

If we go to the next step, the education of the people themselves, and make them see these things in as interesting and as thrilling a manner as we have seen them presented this afternoon, they will be willing to see that some of these things are carried out.

I would say that as far as the schools are concerned the principals are seriously interested; that the teachers do care, and that they welcome the morning visit of the inspector; that the intelligent parents do care. I am, too, willing to believe that the sarcastic letter which appeared in a Rochester morning paper was the result of another letter which appeared in the paper. That article appeared one night and the next night came this sarcastic letter wondering whether parents would ever have anything to do with the children but to feed and clothe them.

We want to get this thing so well before the public and get them to see these advantages so fully that the question asked, "Who cares?" will not be a question that obtains at all, because I believe we all care; and if there is any minority which does not care, it is because they do not know. I hope it will be one of the results of this conference coming to this city that the people will be led to care more for the various things Dr. Cronin has been speaking about.

CHAIRMAN ALLEN: To change the subject, I would like to ask if Dr. Goler of the Health Department of Rochester is in the room.

I saw something that I did not know existed in any place this morning. I was hearing from Dr. Goler about the splendid work on the milk supply and he was interrupted by a call and a little later I saw a boy who was not permitted to obtain his working papers because the condition of his mouth was such as to make him ill, and to remain industrially inefficient if he went to work without having his teeth attended to.

I wish Dr. Goler would tell us what led to this step and anything else he might have to say on Dr. Cronin's paper as seen from the standpoint of Rochester's Health Department.

DR. GOLER: I am very glad this conference has come to Rochester and I am very glad that Dr. Cronin has come to Rochester with such a paper as he has presented to us this afternoon. In this I am selfishly glad because it shows how far behind New York City this comparatively little town of Rochester can be, with all the things that can be said about the magnificent example of medical school inspection. We have a magnificent example of medical school inspection for which the city of Rochester pays \$40 a month to its medical school inspectors, who are not only able to look after two or three large schools but also are compelled to look after the indigent sick in their districts. I do

not wonder that the principal of school No. 9 hesitated to mention that \$40 a month.

Has any one in Rochester raised his or her voice, done anything to see that the men working on these lines should receive salaries commensurate with the work they perform?

When we endeavored to have medical school inspection introduced in Rochester it was with great difficulty. There were two or three or four that were in favor of it that came forward and said so; but there was so little feeling on the part of the people that the funds could not be procured before a philanthropic gentleman came forward and presented an offer to pay. I presented his plan to the authorities. I was told if I didn't stop agitating this question of medical school inspection I would be compelled to resign my office.

Very few people tell of the difficulties they have to encounter. These are some of the difficulties we encountered in the beginning. We now have medical school inspectors to be sure who are doing a great deal more work than they are paid for, and who are doing it intelligently; but the medical school inspector without the nurse is like the farmer who would drill the well, wall it up and put in a pump, and then go off with the handle.

These defects in the children cannot be remedied without the aid of the skilled nurse, who can go to the families and see the children and who may carry out the simple prescriptions of the physician in connection with that family. Now the results of some of this work I would like to talk about. If you walk along the streets of Rochester or any other city you are confronted by open mouthed people, they have their mouths open because they cannot close them and breathe. They have sunken faces, receding chins and receding foreheads, and all these people were affected in early life by bad tonsils. We have in this city the largest nursery, and the largest output in the world. If the gentlemen who established this outfit do not prune and weed out what is not needed, the plants do not do well. We ask you to prune the adenoids of the noses and mouths of our children, and unless you are willing to do it for your own children and others who cannot afford to have it done, you will have a race of hooligans in this country just as they are now having abroad.

CHAIRMAN ALLEN: This question comes up because the child who has not had this pruning process becomes weak and sick and

is unable to support himself. We wish to discuss this particular question from the need of curing and the need of preventing it.

I want to ask a question of Dr. Almy of Buffalo: Doctor, do you think a relief society would be justified in demanding to see every member of a family before giving friendly relief to it, and demanding also to know the physical condition of every member of the family?

Dr. FREDERIC ALMY: We have no relief society in Buffalo. As far as our charitable organization is concerned, do you want to know what they are doing?

CHAIRMAN ALLEN: I wanted to know whether you have ever made it a condition on the part of one of your visitors that he shall see every member of a family to which you are furnishing relief; and secondly do you insist upon knowing the physical condition of every member of the family?

Dr. ALMY: We have not done so. We of course expect every visitor to see every member of the family we are aiding; as to the physical conditions I have been informed that the reports show there were no backward children. So far as I know there is none.

I was going to say that Dr. Goler and Miss Kane of Philadelphia could come to a meeting in Buffalo where Dr. Wende and our next Department of Health Commissioner could be present to hear and learn.

On the physical condition of the families I am sorry to say that with public paid inspectors we have not insisted upon it, but we know we should.

CHAIRMAN ALLEN: Are there any questions to be asked? If not we will proceed with the program for the session.

DELEGATE: I would like to inquire whether there is any light that can be thrown on the subject of the delinquency of the children in the juvenile courts.

CHAIRMAN ALLEN: Mr. Hillis, Superintendent of the New York Juvenile Asylum, New York City, is here, and I think can tell us something about the investigation.

Mr. HILLIS: We caused an investigation to be made of the physical condition of 1,000 children. That was conducted by Dr. Hermety who came from Germany to do the work. He examined the children upon his arrival and at intervals thereafter for six months, and made comparisons from time to time, and he has made a number of valuable charts. That was largely because of backwardness in the school and because of certain physical

conditions that had been observed, and his conclusions are that 64 per cent. of these 1,000 children were suffering from malnutrition. In a large number of cases, I do not recall the percentage at this time, it was the result of bad teeth. Ninety-four per cent. of the children examined had defective teeth and a very large number of that large proportion were children of twelve, thirteen and fourteen years of age, so that they had passed the period of second dentition, they had lost their teeth forever. In one case a boy of sixteen has lost sixteen teeth. He had lost the power to properly grind the food and that had caused malnutrition and the boy had suffered as a result. Twenty-four per cent. had serious eye trouble. I do not recall the percentage, but a large percentage had neglected scalps, so that one boy was in the hospital sixteen months under treatment for a scalp disease. The percentage is shockingly large for eye diseases, bad teeth, scalp diseases and adenoids.

MR. NICHOLS: One need is for better and simpler literature to place in the hands of these people. At first sight it might seem to be a difficult matter; but it would be no more difficult to distribute literature of that kind than such as now exists. I do not think we have begun to exhaust the work of the printing press. I believe the right kind of literature in very simple and attractive form, gotten up by people with a genius for that sort of thing would do wonders. Take the case of bad teeth, in those cases the parents do not understand the necessity for giving attention to it. All this furore about cutting throats in New York City could have been anticipated to a large extent by proper literature. I believe the time will come when we will more fully realize the advantage of simple literature. Just see the effect of the tuberculosis exhibit. It is easy there to see the effect upon ignorant people when they see our exhibits. They have these little cards "Don't take consumption. Don't spit on the floor," and they take those things at once to heart. They readily understand them. When we have people with a genius to get up literature in a form which is understandable by the poor, we can then teach them how to conduct their homes. I do not know of any need greater than that. I have no such genius as that myself, but I think one such person should be brought forward.

MR. J. WARREN MEAD (Warden of Auburn Prison): The last speaker has touched upon a theme that should receive attention. The present school movement is important. I have taken pains

to get statistics on the reading matter of the prisoners, reading matter which they had in childhood, and over forty-two per cent. of them read nothing but dime novels of the Jesse James description. They never read anything else. And it is a singular fact that the prevalence of dime novels within their reach in the State prisons largely defeats the object of our educational work. I have had men tell me they would not touch the school work if they had dime novels within reach. This is a need, a great need that very few recognize.

CHAIRMAN ALLEN: It is encouraging to think that some day we will be in possession of simple literature on the subject of the health of the body which will be suitable for our purposes.

Dr. Goler said that parents protested when he informed them that they should have the teeth of their children attended to, and that in one case the parents said the boy did not work with his teeth. It is generally the fact that these troubles of the city boys do not affect the country boy. I will ask one gentleman, whether it is true that the proportion of those having defective teeth and adenoids and defective lung power is greater in the New York tenement district, or in say the small rural districts, so much so as to be a matter of interest to us or is it so small as to be a negligible quantity in a conference like this? Will Dr. Devine answer that?

DR. E. T. DEVINE: I want to say that the New York Association for Improving the Condition of the Poor deserves great credit for the example it has given us, and the Health Board of the city of New York deserves great praise for its co-operation with the private society. Secondly I want to say that when the New York Association for Improving the Condition of the Poor recently adopted a rule that its visitors must see all the inmates of a family, that they scored not only on Buffalo, but on our society, and I mean to instruct all our visitors to do so as soon as I get back home and have the opportunity.

The country boy is probably worse off in the respects to which you have referred than the boy of the city tenement. His defects are not so quickly discovered. He is probably better nourished, but I think the need for early treatment and regular attention is quite as great in the case of the farm boy as of the city boy.

It occurs to me there is no better work for charitable organization societies and philanthropic workers in small towns, than to see that the physical condition of the children in the country in

regard to the defects noticed in this generation will not be reproduced in the next generation.

CHAIRMAN ALLEN: There were a number of questions distributed last night on slips of paper, and I call attention to the question asked by Miss Pratt and stated in a different form on the folder: "Can almost every small community afford to pay somebody to make it his particular business to represent the several charitable interests of the community so as to prevent overlapping?"

Can anybody here make a suggestion as to the amount that a small community, say Elmira, a community of 35,000 inhabitants, can pay and what kind of person a city of 35,000 inhabitants can reasonably be expected to engage in this co-operative work, who will utilize the work of all the charitable machinery for the benefit of the whole community?

It seems proper to ask Mr. Tucker to answer that question. It is a question simply of what standard of living and thinking a small community may reasonably be expected to have.

MR. TUCKER: Mr. Chairman, I think you have answered as well as put the question. It is only a question of fixing the salary, and I will take advantage of this opportunity to say a few words in another direction.

I have been wondering as I sat here both this forenoon and this afternoon, if you appreciate how closely related to the subject of last night were the subjects discussed to-day.

A few weeks ago at a meeting of social workers and academic social theorists I set forth the outline of my plan for estimating the standards of living, and a professor in one of our large universities, who was present said: "Suppose you had set up those essentials, and suppose you had found out the cost of them; what use would that be to you; we know people live on less and get along; suppose they don't live up to the normal standard, how are you going to measure the effect upon their families of this subnormal living?"

I wish that gentleman were here this afternoon.

Don't you see that in the utterance of Dr. Greening is the answer to his question. The effect of a subnormal condition of living is not as quickly apparent in the human animal as in the lower animals. Shut up a herd of cattle for a winter in an enclosure and give them no light and poor ventilation, and you will see them come out in the spring a group of skeletons. The



human animal has greater power of resistance because he has a soul, and we do not measure the effect of subnormal living in the first, nor not always in the second generation; but we discover it when we get at the school children of succeeding generations; then we find that by reason of lack of nourishment, and bad air and improper housing conditions, and a generally subnormal condition of living, we have as a result the deficient, the backward and the delinquent child.

That is the answer to the question and that is the price society is paying for permitting people to live at a subnormal standard; and some day it will be recognized and we will have a social court which will be only a development of the suggestion of Bishop Hickey this morning, when he said, "Give us authority to supervise the child that has been committed to the institution and goes from the institution back to the home."

The probation officer to whom he suggests giving that power or authority is an officer of a court, and if he finds when he visits a home that the child is not progressing in the direction given to it by life in the institution, and if he finds in the family a condition of subnormal living, why not give him authority to investigate the conditions surrounding that home, affecting all the members of the family, and report to the court in relation to such subnormal conditions. Then give the judge authority to summons all connected with that subnormal standard of living and to inquire into all the conditions; do not confine him to the technical rules of evidence that now prevail in our courts, but give him power to summons all who may be involved and power to determine who is at fault. If it is the father and the mother who are at fault through lack of education as to the nature of their responsibilities, there is afforded a great educational opportunity. Let the judge take advantage of that opportunity to point out to the parents what their responsibilities to the child are, as well as to society at large; if he finds that a thoughtless or a selfish employer is the cause of the subnormal condition, where there is earning capacity in the family but nothing with which to purchase the necessities of the family because of inadequate compensation, let the judge summon the employer and say to him: You are not performing your responsibilities to society; you are responsible for the subnormal condition of this child and the conditions that are going to be met by the community. The community shall meet your responsibility; you shall meet your re-

sponsibilities in this case and pay this wage-earner the normal standard of wages set up by competent authority and by legislative act passed into law.

DR. FREDERIC ALMY: I would like to say what we are going to do in Buffalo. I will say what we are going to do before the 1st of December, and what other societies cannot do without an appropriation from the Common Council. We give a great deal of relief in our society, and it will be seen in the instructions to our visitors that in giving help the children must be examined by competent medical examiners; and I am quite sure that among the graduates of our medical schools we can find many to help us in making these examinations. In a few days' time they will all be inspected and set right before more aid is given to them, and inside of a year we will be able with some effort to have a good beginning.

CHAIRMAN ALLEN: There is one other suggestion that should follow Mr. Almy's statement, and that is the responsibility of the private school, the parochial school and the children's guardian school, or any other agency that is responsible for the child. I note that the parochial schools in this city have been thinking over this question.

DR. McMahan, will you say a word from your point of view?

DR. McMAHON: I can answer for my own school. We have 1,000 children, and I have had a good many conferences with Dr. Greening during this summer. We were to take up the question in our own school in September and October of this year and have every child in the school examined and then have some one to follow up the examination. He says they will examine and find out the defects and let us know when the child has been cured. He said there is no one to look after that; that it should not be left to the children, but that the agencies should be interested in it. We have to look at these social conditions as well. The question of looking after the children is one of the most necessary that this body can consider. If these children are not cared for they will grow up with these defects increased and become defectives or delinquents. We should go to the first source. The Board of Education cannot cover the 600,000 children to see all their defects at once; but go to the first source where the boy is found, at the children's court. If this committee on the Physical Welfare of Children of which Mr. Allen is the competent secretary, would take up the children's court children first and see

what percentage of those children have come into the court because of this condition, we would get better statistics than we can get from the schools, and it would be an object lesson for the schools to take.

A DELEGATE TO THE CONFERENCE: In my home I am interested in all these children who are examined, and I have found that the disposition of a child has been changed completely, a disagreeable child has been changed completely through some operation we have carried out during the last four years in our homes. One little girl came to us six weeks ago, her name was Rosa, but she really was more like a thistle than a rose; and we found the child could hardly see. We provided her with medical treatment, and she was furnished with glasses, and she has changed completely. We could not at first leave her alone, and I took her wherever I could, wherever I went Rosa must go, and she followed me upstairs and down-stairs from morning till night. We could not leave her with the other children.

I am glad this subject has been discussed so thoroughly. I find that even with our children there is a great deal more good than bad in children; and we want to bring out the good and do away with the defects and place in their young lives the influence of beautiful things. We use every means we can have to bring out the better nature of the children, by music and dancing, and so forth. I used to be opposed to dancing, but now we dance every night in our home, every night the children come down to these little parties and some of the children have even come down with bridal veils and long trains on. My method is first take out the defects from the child, and then fill it with all the joy and music of life that you can give it, and you will certainly see in time a great change.

MR. CARROLL: It would be in order for us to look into the school system and to ask the question whether or not there is between this great organization and the school system quoted so often here a proper degree of co-operation. I believe that is the one word, my friends, upon which we need to place emphasis when we discuss this question — co-operation, in its largest application.

I understand our health physician was called on. I thought the doctor did not quite take advantage of his opportunities. He spoke of his limitations. I supposed he was speaking of the difficulties with the school board. But I want to say on behalf of the



Health Department that the Board of Education and the school officials, appreciate the co-operation of the Health Department all the way through. That subject has been perhaps sufficiently dwelt upon this afternoon, but I cannot help showing that there is a sense of safety and a consciousness of strength on the part of the Board of Education and the supervisor which no one can suppress. We know what is necessary. We have medical inspectors, they are wise and speak with authority. They have more authority than any other board authorized in this or any other State, in the performance of duty.

I might have referred also, Mr. Chairman, to the dental work. The health inspection came through the activity of the Health Department; but the teeth of the two or three upper grades of these children are examined regularly, and there is a sentiment in the idea in relation to the care of the teeth that is becoming quite pronounced with the children.

There are two or three points I should emphasize as a part of the school system. In the first place there is the care of children; that is not particularly true of Rochester only, it is true everywhere. Yesterday I came into the school room, there were thirty-five of the children there. The principal said they had been dealt with as they ought to be — something like that — they had a little corner of the school where the backward children are to go. They should have had a room.

Again, with the defective children there are two or three rooms where the defective children are taught. It was one of the most interesting visits made by the supervising inspector in this city. With reference to foreign classes there are nine rooms in the city of that sort, where newly-arrived children from Russia, and Italy, and other parts of the world are put together. We have done this thing entirely systematically, and we have quite a little faculty there, it is an interesting meeting when these nine or ten teachers of the foreign speaking children get together. This is being done quite scientifically, and there is much enthusiasm at such meetings. These teachers have become enthusiastic; they have a mission to perform. The people are coming in great numbers and they instill the sentiment of the idea of home and all those things and the responsibility that is upon everybody.

I just mentioned that in the presence of this great audience to-day in order that you may know that your city is doing this kind of work. I might go further, Mr. Chairman, by showing that the

aim, the ambition and the purpose of the public school teacher of to-day is to reach every child as an individual; to make the public school a delightful place for the child to live in.

I was glad to hear one speaker say that the children love school. That is the best guard you can have against delinquency.

We can say almost truthfully that the delinquent is rapidly disappearing from our schools. We have an intimate acquaintance with every child and we study him face to face on the ground.

I wish to say that principal and teacher are enthusiastic on this point, that every public school teacher, nine or ten certainly in the city, are religious in their instincts, and in their principles and feelings they are all right. They cannot help being moral and spiritual teachers, the course of study contributes to it. It is our pleasure to-day as a public school system, to welcome this organization and to say that we are co-operating with you, and we hope you will appreciate the spirit of our Board of Education and our teachers and our citizenship.

It is our pride that we are trying to reach the individual, and we spend our money along the lines emphasized so delightfully by this organization. Many of our teachers and principals I see here, and we shall appreciate very much the strengthening we get from the deliberations of this conference.

DR. E. T. DEVINE: I see we are not likely to have an opportunity to discuss specifically the questions on the slips of paper which have been handed about.

A few of these questions answer themselves, as for instance, "Ought cash ever to be entrusted to beneficiaries?" The answer to that question is obvious: "Yes; if you have the cash." It seems to me that questions of this kind asked and not answered might give some one the idea that they cannot be answered. I suggest that it be understood by every member of the conference that we take these questions home with us and think them over very carefully, and if we do not see the obvious correctness of the answer which I gave to one of the questions they might confer with other delegates.

CHAIRMAN ALLEN: The President announced that we might take up the question in regard to the papers read at last evening's meeting. We still have eight minutes. If there are any speakers who wish to touch on those points we have eight minutes' time.

DR. FRANKEL: I should like to dwell upon what the last speaker said, namely, the necessity for closer co-operation. I feel this because the audience may leave this afternoon with a misconception; but without attempting to reflect upon the work of the Health Department of New York City or the Association for Improving the Condition of the Poor, it is my impression that when this work was attempted by these respective organizations, that had they co-operated with these societies in New York, the newspapers in New York City would not have had to record the riot which occurred on the East Side.

I think of all the sessions of any conference I have ever attended, that this is without doubt the most impressive one. This is the first time in my experience where in considering the question of Needy Families that we have gotten down to fundamentals. I have discussed it in National and State conferences, but we have always skirted around the question without being willing to discuss the causes that underlie the poverty that leads us to try to define the principles which bring these daily experiences before us. In the paper I spoke of last night I laid particular emphasis on ignorance as being one of the causes that produced distress; and while I have listened here this afternoon to the repeated statement made in expressions such as "these ignorant humble people" or "these ignorant people with whom we come in contact," I have wondered whether we believed these things, and whether it was not time for us to think of our own ignorance. I doubt if we actually believe, and if we do believe I doubt if we have cause for such belief, that the families we are thrown into contact with differ very much from ourselves; that they have any less respect for law or for the members of their families than we have: and I think we could find among ourselves equal instances of defect and of lack of respect that we are so often free to attribute to those with whom we are so often thrown in contact. That brings me to this point: Since we have been speaking of fundamentals, let us get down to the fundamental cause of ignorance. We have taken a step in the right direction when in our public schools it is considered proper to go into the education of the child of our public schools and without any thought of criticism I want to venture: If the consideration of the future is not the thought entirely in our public school system, does not the difficulty lie in our system, that we are educating boys and girls in a mass of unnecessary



information which has no practical bearing on life and those things which we require to lead a decent, honorable, moral existence, that such things are tabooed and ostracised. Isn't it a fact that the questions of birth and of reproduction, those things learned by all, and by so many learned through vicious channels, they are through a sense of prudery excluded from the instruction in our public schools, these things of the household and of every-day life? That is why we have crime. Why is it necessary, why should it be necessary in the twentieth century that in the city of New York it should be required to found a society for moral prophylaxis? That is a question where we must recognize the fundamentals, just as we did with poverty. In England they have poverty which we do not yet know in this country, and this question of masses, and the ability to teach them trades and have them earn their livelihood, to teach them the requirements of life and the things that make men and women, the things that enter into the marriage relation and the question of raising children, the question of health and the ability to prevent the diseases, those are things that our public school systems must take up and teach the boys and girls and the young men and young women.

Mr. Chairman, I am always hopeful, but I congratulate you upon the splendid section of this meeting, as I think it augurs well for the time spoken of by the poet when he said, "There is a good time coming."

REV. NELSON MILLARD: I venture to differ from the gentleman who has just spoken. I would like to see many of the things he speaks of taught in the public schools, but as to the relation of the sexes, that is the duty of the father and the mother, and not the duty of the public school teacher in the public school.

#### FOURTH SESSION.

*Wednesday Evening, November 14, 1906.*

CHAIRMAN HICKEY: Under the heading of General Business we ask for any further reports of committees.

The committee on Time and Place met this evening and unanimously agreed in recommending Albany as the city for the holding of the next conference, and the time such days in the month of November as may be designated by the Executive Committee.

**PRESIDENT MABON:** The Chair accepts the report of the committee on Time and Place, and will now hear from the committee on Organization, which has submitted the following report:

**" ROCHESTER, N. Y., Nov. 14, 1906, 10 A. M.**

**" The Organization Committee of the 8th New York State Conference of Charities and Correction begs to report the following nominations for officers and chairmen of committees:**

**" For President, Hon. Daniel B. Murphy, Rochester, N. Y.**

**" For Vice-President, Hon. Wm. Cary Sanger, Utica, N. Y.**

**" For Vice-President, Paul Warburg, New York.**

**" For Vice-President, Dr. Chas. W. Pilgrim, of Poughkeepsie, N. Y.**

**" In accordance with the resolution passed at the Sixth New York State Conference that hereafter a permanent secretary should be elected; Mr. Walter Kruesi, of New York, for permanent Secretary.**

**" For Treasurer, Mr. Frank Tucker, of New York.**

**" For Assistant Secretaries, Miss Mary M. Butler, of Yonkers; Mr. Frederick E. Bauer, of New York; Mrs. Wm. Elkus, of Buffalo.**

**" For Chairman of the committee on the Care of the Poor in their Homes, Francis H. McLean, of Brooklyn; for Chairman of Committee on Care of the Sick, Edward Angell, M. D., of Rochester.**

**" For Chairman on committee on Care of Children, Dr. C. F. McKenna, of New York.**

**" For Chairman of committee on Mentally Defective, Sheldon T. Viele, of Buffalo.**

**" For Chairman of committee on the Study of the Criminal, Dr. Robert B. Lamb, of Matteawan.**

**" For Chairman of committee on Vagrancy and Homelessness (this Committee to take the place of former Committee on Public Institutions), Dr. Orlando F. Lewis, of New York.**

**" For Chairman on committee of Reports on Counties and Cities, Arthur W. Towne, of Syracuse.**

**" The committee approves of the resolution presented at the Tuesday evening session for the appointment of a Special Committee on the Standard of Living.**



"It, therefore, offers no nominations for a committee on the Standard of Living pending the report of the committee on Resolutions."

MR. HEBBERD: Mr. Chairman, I move that the report of committee on Time and Place and the report of the committee on Organization which have just been received and read be adopted by this conference.

COL. SANGER: I second the motion.

THE PRESIDENT: The motion has been regularly made and seconded that the report of the committee on Time and Place, and the report of the committee on Organization be adopted. Are you ready for the question? All in favor signify it by the usual sign. It seems to be carried; it is carried.

As there will be no further general business at this session, we will take up the first paper on the topic of the evening. It is a report of the committee on Institutions by the chairman of the Committee, Mr. George E. Dunham, who will now read his paper, and take charge of this section.

**REPORT OF THE COMMITTEE ON PUBLIC INSTITUTIONS.**

CHAIRMAN GEORGE E. DUNHAM: The figures if not all the facts connected with the public institutions in the departments of charity and correction are found in the reports of their superintendents and of the Census Bureau, which make a specialty of statistics. The multitude of their inmates and the magnitude of their affairs demand the attention of good citizens in the broader and more general sense which is not confined to calculations as to per capita cost and the lineage of those thus maintained. The whole session of an entire conference could be taken up by experts with the discussion of single phases of care and treatment, to say nothing of buildings, bookkeeping and other business details. This is not altogether a company of men and women taught and trained along these lines of work, but a gathering which includes that growing class of good citizens whose public spirit begets a sense of public duty, who find pleasure for themselves and profit for the State in studying and solving, where they can, the problems ever present in the practical operation of charities and correction.

For the superintendents and wardens, for the nurses and the guards, for the teachers and the attendants, wise men and women

have made rules based on kind theories put into intelligent practice which make up the systems of interior direction and management which, thank goodness, improve year by year and keep pace with the progress of the times. Important as this technical training is in the several branches of this public work it will fall far short of what it might or should be unless the cause of those whose conditions or conduct brings them within institutional jurisdiction is espoused by those whom fortune has enabled and duty requires to be the protectors of the weak in body, mind or morals. The demand that every man or woman who can, should render some service to the public without pecuniary pay has always been imperative, but is recognized nowadays more than ever before, and that the call is heard and heeded holds out both the prospect and the assurance of improved conditions. May it not be properly a part of the mission of this conference to emphasize this idea in the hope that the number of those thus interested may be wisely and steadily enlarged? As a member of the committee puts it, we should give proper credit to the advance made in conditions and administrations and say that the public institutions of the State of New York are constantly making progress in the right direction. We see reflected in them more or less of the effect of public opinion, and when the general public thinks seriously upon the problems of charity it is likely to think right. No system or method of administration can long resist public discontent. Our State institutions are near to the hearts of the people, because the inmates represent every social condition and come from all sections.

As between that centralization which places all the power over State institutions in an individual or a commission at Albany, and that excess of home rule which gives entire authority to local boards, each working after its own plan and without any comprehensive system, there is the safe middle ground which includes the best of both and lets in the faults of neither. Where buildings are put up, salaries paid and maintenance provided by the State there should be at the seat of government some supervising power which keeps one eye on expenditures and the other on results. But in every instance there should be local managers or trustees within easy reach of the institution, charged with the business of frequent visitation and inspection. This board should have power corresponding to its responsibility. It is not enough merely to visit. The stranger who tarries in town because he missed his

train can do that. Though he sees a score of wrongs that need a remedy and may go as far as to mention them, there is none from superintendent to scullery maid to do him reverence because they know he has no authority.

Local boards with only visitorial powers may be ornamental, but they are as useless as fifth wheels were before automobiles became so common. If given some authority, the position gains not only dignity but incentive for those who are really willing to be of service to their fellows. When there is actually something to do there are usually plenty who are willing to do it. In this country the call for volunteers never goes unanswered. This service should, of course, be without pay from the public treasury. It is a sense of duty which prompts work that is worth while. To attach any salary to places on the local boards of public institutions would reduce them to the level of mere political patronage and keep out the very ones whose aid is most efficient and most to be desired. The active co-operation and assistance needed is that of people who cannot afford to sell, but would gladly give of their time and attention. There is no call to change the system in this respect.

It is for conferences like this to create a wider and more intelligent interest not only among managers and trustees of these institutions, but to prompt the people to a better appreciation of the opportunities which this gratuitous service offers. Within bounds the more the people know about the public institutions, the better it will be. There need be no secrets of management, appointment or expenditure. The publication of reports in the newspapers as well as in pamphlets, is not only instructive and interesting, but as well advantageous, in that knowledge begets confidence. No honest record ever fears the light of day. If the taxpayers are pleased with these institutions they will favor more generous appropriations for enlargement and improvement.

A question at once perplexing and important is as to what extent miscellaneous visiting should be permitted and encouraged. Much of it is from idle curiosity. Near-by residents entertaining friends from out of town often bring them to see one of the local sights. Those suffering from mental or physical maladies are not benefited by being looked at by strangers, and many are so sensitive that visitors are a menace as well as a nuisance. So far as the inmates are concerned almost without exception they would be better off if seen only by relatives and friends. On the other

hand, curiosity grows proportionately to the obstacles put in its way. Folks surmise and imagine when they cannot inspect for themselves, and they gossip. They suspect what they cannot see, and tales never shrink in the telling. When refused they say aloud or secretly: "This is a State institution, and we, the people, are the State and want to examine our property." Now that very idea rightly cultivated is excellent and helpful. If the people can be induced to take pride in their institutions they will treat them generously. The buildings and grounds are proverbially well kept and clean whether callers are expected or never admitted. Those who go away favorably impressed create confidence in the community. There is nothing in this world, individual or corporate, animate or inanimate, which does not get along better for having a good name. The arguments about miscellaneous visiting are not all on one side.

Another phase about which the public should be better informed is the danger which always threatens when politics gets ever so little into the management of these institutions. When places and appointments therein anywhere from cellar to garret become places of patronage to be parceled out to those who have been handy at a caucus or who have any sort of political pull, then efficiency is by just so much reduced. There is a hospital for the insane in the central part of the State, where in the last eighteen years the very few attempts in that direction have been nipped in the bud, and hence have come to be of rare occurrence. When any boss can name the nurses it is a sorry day for the sick. It is confidently asserted that the letter and the spirit of the civil service law are respected in the State hospitals for the insane and probably others can bear similar testimony as to other institutions with which they are familiar. Conscientious observance of this statute is an appreciated safeguard. If the people can only be brought to understand the facts they can usually be depended on to apply the remedy. Whenever there is occasion, it is somebody's business to inform them. There are a great many politicians, but there are more people, and at the polls every vote counts one. There are tens of thousands of families whence has gone some unfortunate member to a public institution, and their proper care is to the relatives more important than the welfare of any partisan. Conferences like this can call attention to the dangers that not only lurk but stalk whenever politics butts in where objects of charity or correction are concerned. The public properly informed *will protect them from such attacks.*

Happily some excellent missionary work has been done along these lines. In the main these institutions are in good hands, but to keep them so, constant vigilance is required. There is more and readier acceptance of the sentiment that patronage has no place in this work, and that the political preference or prejudices of an appointee have no bearing on fitness or efficiency. A notable instance of recent occurrence was when Mayor McClellan of Greater New York made Robert W. Hebbard, Commissioner of Public Charities, on a strictly non-political basis. That department has 8,000 or 9,000 inmates under its care, has more than 2,000 employees, and disburses \$2,500,000 annually. In a city where up-State people believe that the residents must pay tribute to Tammany and show a working card signed by the boss before they go to breakfast, this incident is as remarkable as commendable, and ought to set the fashion. Just before the last election, Commissioner Hebbard issued a general order forbidding the collection of political assessments, and declaring that "the right of every employee to exercise the duties of citizenship as he chooses must in every case be recognized and respected throughout the entire department." That has the right ring.

A member of this committee, in suggestions to the chairman, writes: A better survey of the field reveals the pressing need of immediate enlargement in the matter of accommodations for inmates. The population of the State is increasing more rapidly than is our provision for the dependent, defective and delinquent classes. The number of the wards of the public seems to increase with the growth of population, but appropriations for new buildings do not seem to take this fact into view. As a consequence, so far as the defectives and delinquents are concerned, there is urgent need for enlarged appropriations to supply a sufficient number of buildings to provide adequately for those who now are excluded from State care because the State has no place to put them. It is unfortunate that this is so, but there can be no doubt the number of feeble-minded, epileptics and insane is increasing more rapidly than is our provision for their care. The Legislature, therefore should be urged to give most serious attention to this problem of public provision for its defectives, its delinquents, and its insane.

Some will say that since but few can be managers there is nothing else for others to do. There is one thing those living in the neighborhood can do and that is to help entertain the patients. *The blind can hear and enjoy good music and so do the insane and*

epileptics. The latter like a play as well as any one and a dance as well as a deacon's daughter. The State allows a small per capita for amusement, but more would be helpful. American theatricals, concerts, etc., can usually be given; full dress in rehearsals at these institutions will benefit all concerned. These into which there comes but little light can be made at least temporarily happier in this way. Many of the inmates of hospitals for the insane, epileptics, etc., enjoy books and magazines and a late date is not essential. In most houses there is an accumulation of periodicals which better go to some hospital local or State, than to the rag man. More than that, every one can assist in creating a sentiment in favor of good management, good accommodations and the like by taking up the improvement and against the policy which decreases the government aid to these institutions and increases the taxes and thus the cost of living, against improvement in any form and against political infamy in case of no payment satisfaction. He advised me a general rule by which a woman a year can get more and comfort and pleasure in a more complete way to give it a good deal.

The Americans are nothing if not sympathetic. They have small use for the lazy, but are always willing to assist the lame. With all their hearts they demand justice and are generous. New Yorkers want the best in their public institutions and will gladly pay the proper price. All that is needed is that they be informed of the facts and in a Rochesterian phrase, that button pressed, they can be depended on to do the rest. Conferences like this are valuable not only for the exchange of ideas among those already interested but as well for extending that general information which is the forerunner of larger activity.

All things honestly considered there is cause for congratulation at the advance accomplished and the progress made. For so much as has been achieved this association, without boasting, can take some credit to itself. To have helped in a cause of this character is worth all the cost in time or effort. What has been done should prompt renewed endeavor. The more the general public can be brought to a clear understanding of this subject the better for all concerned. The technicalities are for the trained workers and the studious experts, but the fundamental principles underlying the care and treatment of the State's wards, be it for physical, mental or moral delinquencies, come home to all the people, and in them a wider and more intelligent interest will insure the improvement that in all human undertakings is to be desired.

CHAIRMAN DUNHAM: I have great pleasure in presenting Col. William Cary Sanger.

#### SOME FOREIGN METHODS BY HON. WILLIAM CARY SANGER.

One of the many splendid phases of modern civilization is the ever widening influence of the spirit of the brotherhood of man. More and more the world recognizes that every person is responsible for his less fortunate brother; more and more is cruelty giving place to kindness; and sympathy in its best and noblest sense is bringing into closer relations men whose lots in life are widely different.

Many changes evidence this new and better spirit. In the past only the monastery or the rich man could afford to collect large numbers of useful or valuable books; to-day throughout the length and breadth of the land there are wonderful collections of books which are within the reach of the poorest resident of the city or

village. Not very long ago the sick received only such care and attention as they could afford to pay for in their own homes, or as the generosity of some rich neighbor might supply; to-day in all our cities the services of the greatest doctors and surgeons, whose professional charges to rich clients would be thousands of dollars, are at the command of the poorest without charge. Our children can be educated in schools whose doors are open to the rich and poor alike without fees from parent or child; and our criminal, dependent and delinquent classes, receive the best care and medical treatment. Not only are the sick and needy and helpless given the care they need, but the important duty of helping men to help themselves is being more effectively lived up to by individuals and communities.

Every community should care for those of its members who need it, but to-day this duty is so freely and generously performed that there is less need of calling attention to the duty of caring for those who are down than of urging the importance of preventing men and women from getting down. The community should be protected, so far as is possible, from the evil consequences of ignorance, disease and the promiscuous presence in its midst of criminals or of persons incompetent to take care of themselves. The important work of preventing sickness and crime should be energetically carried on, not only for humanitarian reasons but because of the enormous burden which is imposed upon the people by the maintenance of the institutions which are accepted as necessary for the care of those who have become sick or criminal.

In even a superficial study of the questions which concern the dependent and criminal classes, two facts stand out with startling clearness: first, the great number of people, who, for one reason or another, have to be cared for by the community, and secondly, the enormous cost which this entails. It is estimated by Mr. Henderson in his "Modern Methods of Charity" that "the total number of public and private abnormal dependents in the United States must not be far from 3,000,000, or one-twenty-fifth of the total population of the country, at an annual expense of nearly \$200,000,000, or one-tenth of the total wage income of all the manufacturing establishments of the country."<sup>1</sup>

Mr. Eugene Smith estimates "that there are in the United States about 250,000 who make their living, at least in some degree by the practice of crime. Their annual income," he

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1. *Modern Methods of Charity*, by Charles Richmond Henderson, page 300.



thinks, "is \$1,600 each, or aggregate income of \$400,000,000 annually. Taxation caused by crime is set at \$200,000,000. These figures do not include the value of property destroyed by criminals, or the money value of time, life and labor lost, and the amount of private expense entailed by these crimes; not the expenditure caused by the existence of crime, as for locks and bars and bolts, steel safes, safe deposit vaults, burglar alarms, involving the outlay of many million dollars,<sup>3</sup> beyond all the material losses are the miseries and moral degradations which go with crime in all its phases."

With reference to our own State the same writer tells us<sup>4</sup> that "from a special report and the annual report of the State Board of Charities for 1902, it is officially shown that during 1902 there were in New York 110,000 persons under public relief and correction at a public expense of \$16,000,000. The number reported in the private institutions of relief alone was about 10,000, exclusive of tramps and vagrants, which if included with unreported work of churches and organizations, would probably swell the total to 160,000, at a total annual expense of \$25,000,000." And he points out that this expenditure represents "the income on \$500,000,000, yielding five per cent. The value of public and private property reported as invested in these institutions of relief and correction was \$100,000,000, making a total capital involved of \$600,000,000, and a total annual burden to the State of \$30,000,000, or \$18 per year for each family. These are large figures, especially when we consider that the current expense for these purposes is more than \$4,000,000 greater than that for all the city schools in the State, and that the capital involved is nearly three times the value of all the farm products of the State, and more than one-third of all the capital invested in manufactures in the State."

Possibly you have long known these facts, but to me they came with a shock, and were a surprise and a disappointment. It is not necessary to follow further this line of investigation, but figures as appalling mark the records of many other communities. The burden entailed upon the industrious and hardworking is far greater than it should be. While the people throughout the United States have always been willing to pay whatever money may be needed for the work to which I have referred, it is only fair to them and of the most vital importance to the race and the

country, that every possible means should be used to lessen the number of those who by disease, drunkenness, bad conduct, or any fault of their own, are become the recipients of State or local aid, and it is no less important that the honest, hardworking and deserving, who through accident or misfortune are deprived of a living wage, should, if proper means can be found for it, be helped to tide over the period of financial embarrassment, which if not relieved will bring them into the dependent classes.

The result of the study which it has been a pleasure to give to the preparation of this paper, has so impressed me with the importance of lessening the number of the dependent and criminal that my impulse would be to discuss no other phase of the subject; but as it was suggested that I should speak about some of the foreign methods I shall refer briefly to certain interesting features of the Danish, German and Swiss systems.

In the Danish poor relief system an intelligent and earnest effort is made to lessen the number of those who get into the pauper class.<sup>1</sup> "The Danish Poor Relief system is a combination of expedients skillfully devised for securing to the destitute the treatment they individually merit."

The Danes proceed upon the excellent theory that among the poor there is need of a discriminating judgment in order to properly treat and help the individual case, just as there should be discrimination in providing for the care or fixing the punishment of criminals. "One of the most interesting and important features of the Danish Relief system is the infinite trouble that is taken to prevent any person who deserves a better fate from becoming a pauper owing to misfortune, temporary distress, illness or accident."

It is believed that money can be more wisely spent in warding off pauperism than in maintaining workhouses for paupers, and the poor law officer is expected to be an adviser and counsellor for the unfortunate person who comes to him, and one of his most important duties is to be of help in finding work.

"In every town and commune throughout Denmark, except in Copenhagen, where each parish has its own free fund under control of the parishioners, there is a special fund, a 'free fund,' for the relief of persons in temporary distress, and help granted from this fund carries with it neither the stigma nor disabilities tailed by pauperism relief. If, therefore, a respectable man

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<sup>1</sup> In describing this system I have used the book by ~~Widd~~  
*"Danish Poor Relief System."*

is destitute through no fault of his own, can show when he brings his case before the authorities, that with a little help he will be able to earn his living again, instead of pauper relief being given him, he will be granted relief out of these funds."

Medical relief is never pauper relief, and the aged respectable poor, those workers who have grown old and feeble and incapable of earning their livelihood, whose record is honorable, are treated as a class apart, and have nothing to do with pauper law. The Aged Poor Relief Law, which provides homes for the aged poor of good character, was passed in 1891. In order to become an inmate of one of these homes a man must be free from criminal offence, must be free from debt, must be sixty years old, and must have lived in Denmark ten years and not have received poor relief. These homes are not only reserved for the aged respectable poor but no pauper is ever allowed to cross their threshold.

With an extremely humane and considerate attitude toward those who need relief, it is clearly recognized as the duty of the poor law official, as Miss Sellars expresses it, to "Wage war generally against the whole loafer tribe, to worry and harass them without mercy," and this the Danish law enables him to do in a singularly effective fashion. A German poor law official (representing a government which is supposed of all others to be possessed of adequate authority to treat as they deserve those members of society whose conduct makes them amenable to law) stated after a visit to Denmark that he regarded with admiring wonder the way in which the vagrants were dealt with. While the Danish pauper has under the law a *right* to demand and receive help, the government in supplying what is needed surrounds its action with conditions which make the status of the pauper most undesirable and he forfeits certain rights as a citizen and to some extent his freedom of action. He cannot vote at any election, or take part directly or indirectly in public affairs, and he cannot marry without the express consent of the local authorities. The government not only undertakes to provide work but asserts its right to make the man work, and the right of detaining for definite periods the poor in the penal workhouse is considered one of the most effective weapons in the battle against pauperism. In the effort to find out what the past character of the applicant for help has been, the poor law authorities are permitted to call in the aid of the police, and this record is largely used in determining *how he shall be treated*. If his record is thoroughly good and

he only wants temporary help, a grant is made to him out of the free fund. If he is likely to need help for months and his record is not perfect, he is given what is called out-relief. Applicants who are lazy and thriftless rather than vicious are sent to the work-house, while applicants of the worst sort, the drunken, vicious and degraded, are sent to the penal workhouse. It will be seen that the Danes have four different classes for those who need help, into one of which the applicants for help go after the most careful effort on the part of the authorities to determine their character and standing, and these are in addition to the old age relief system.

The causes which increase the number of dependents and criminals are financial, sanitary or moral, the three qualities being often closely interwoven with each other. Many of the wage earners are not in a position to continue to live in their usual manner if their wages cease, and they have not sufficient income or reserve fund to pay the expenses which are made necessary by long or serious illness. The loss of work by a wage earner, or his illness, is a contingency fraught with serious consequences. I pass over the interesting and important question of the "Living Wage," which I am glad to know will be discussed at this conference, with the statement that the importance of securing to all wage earners a living wage, is increased by the fact that less than this is a cause, more or less direct, of the increased burden which the community has to bear in helping dependents or guarding against criminals; and I feel certain that in the future, more and more attention will be given to this as well as to every phase of our economic system which is connected with the heavy burden to which I have referred.

One way to protect the community against the evils which follow in the train of loss of employment or the illness of the worker upon whose wages the family is dependent for its daily necessities, is the system of workingmen's insurance. The German Empire has gone further than any other government in its system of compulsory insurance against accident, sickness, invalidism and old age.

"In 1883 and in 1892, insurance against sickness was made compulsory for all workingmen and employees in trades who received less than 2,000 marks annually. \* \* \* According to the statistics of 1898, out of a population of 54,300,000 inhabitants, 14,000,000 wage workers were under this law. \* \* \* Voluntary auxiliary funds are also established and re

In 1898 there were 22,997 funds and 9,200,000 members. The premiums are paid two-thirds by the workmen and one-third by the employers. In the voluntary associations the employers are not obliged to pay.

The benefits received under this system are free medical treatment, payments in money to the extent of one-half of the average wages, or free treatment in a hospital and one-half the sickness money to the family. Payments continue thirteen weeks. In case of death payment is twenty times the amount of the day's wages of the person. In case of disputed claims, the matter is decided by an advisory board without cost of application."<sup>1</sup>

The laws effecting accident insurance were enacted during the period from 1884 to 1887. This insurance is obligatory for wage earners and foremen in manufacturing and agricultural business with an annual income of less than 2,000 marks. Disputes are settled without cost by court and by impartial insurance office and the employers and workingmen are equally represented at the hearing.

Mr. Henderson states that "The aims of the compulsory and governmental features are:

1. Universality—that all (or as nearly as possible all) laborers and those dependent on them may be kept from dependency.

2. Great security.

3. Avoidance of litigation.

4. Lessening of class bitterness.

5. Continuation of insurance when workmen change their place of residence.

6. Least possible cost."<sup>2</sup>

With reference to the effect of workingmen's insurance in Germany, Mr. Henderson quotes Dr. Münsterberg as saying. "That in order to reduce the cost of insurance of wage workers, and to increase the efficiency of the workmen many improvements have been promoted, and charity itself has been spurred to increased use of methods to prevent disease, employers guard machinery, cities forbid the occupation of unwholesome dwellings, boards of health are more active in suppressing the causes of sickness. Everywhere the rate of morbidity and mortality is dimin-

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<sup>1</sup> Henderson, *Modern Methods of Charity*, p. 70.

<sup>2</sup> *Ibid*, p. 127.

ishing, and thus one of the greatest causes of pauperism is reduced. Thus both the direct and indirect influence is wholesome."

In Switzerland the importance of caring for neglected children is accepted as an obligation of the State, and it is not necessary for such a child to commit any offense in order to receive care from the State. The importance has been recognized of approximating the conditions of family life in the public institutions, in some of which, not more than 12 or 15 children are kept as a group under the care of some one person. The desirability of working in the household, garden or field is clearly recognized. Provisions are also made for sending children into the country, in some places this being done by voluntary subscriptions. In Berne, money is given to the young people of either sex, who are without funds or friends to help them, for the purpose of enabling them to learn trades. A good record at school is expected of those who are to be thus aided. When they leave school they are given advice and suggestions in regard to the selection of a calling.

In Switzerland, as everywhere else, drunkenness has been recognized as a potent cause of individual failure. The Swiss federation has bought up the distilleries, and one-tenth of the value of their output is devoted to hospitals for inebriates, workhouses, institutions for the insane, and kindred purposes.

In conclusion let me repeat that the financial burden which the dependent and criminal impose upon the community is heavier than it should be, and although the taxpayers are willing to bear it, it is a waste of money if the necessity for its expenditure can be avoided. But far more important than the tax, is the fact that it is a waste of human life. Men, women and children, who ought to be healthy and good, helping onward the work of the world and tending to uplift the character of the nation, are drifting into crime, and into a condition of dependence which either entirely destroys their power for good or makes them a positive and aggressive force for evil. Of course, in this as in every other matter that concerns the welfare of the community, the great essential is character building, and every influence which tends to help this work should receive the heartiest encouragement of all. It is not necessary to repeat all that is being done in our country to help the honest and industrious citizen and to lessen crime, but it may not be inappropriate to refer to the excellent work which is being

done by the Committee of the Charity Organization Society for the prevention of tuberculosis, which is now declared a contagious disease, and which a doctor must always report. Over 4,000,000 copies of printed information on the subject have been distributed by this committee and lantern slides giving information and instruction on this important subject have been exhibited in the parks.

We cannot overestimate the overwhelming necessity for insuring normal child life. If children grow up under bad influences and unsanitary conditions there will be an over proportion of invalids, and mental, moral, and physical failures. Ample playgrounds, improved conditions in the city tenements and the prevention of child labor and child vagrancy have already received the attention of many earnest people, but the efforts which are making along these lines should have more hearty and generous support.

I wish that I could point out some quick and certain way by which better sanitary and financial conditions could be secured for all, and the number of dependents and criminals lessened; in this presence where there are so many experts I hesitate to offer any opinions upon specific methods. But as one who has much to learn regarding the important work which so many of you are doing with marked success, I feel justified in expressing the hope that more general knowledge of the facts, and of the difficulties with which these complex problems are beset, and a keener appreciation by the millions who are well-to-do, of their duty toward their neighbors, will hasten the time when poverty and crime with all their awful consequences will play a greatly diminished part in our social life.

CHAIRMAN DUNHAM: The discussion of this paper will be led by Dr. A. V. V. Raymond, President of Union College, Schenectady.

DR. RAYMOND: The appearance of my name upon the program as the one to open this discussion is one of the many evidences given to the world that my good nature is superior to my good judgment.

I understood that my friend, Col. Sanger, was to read a paper upon some foreign institutions, and I was asked to open the discussion. I told Mr. Kruesi, who asked me, that some of us had to work for a living and I had not been to Europe for ten years. He said that did not make any difference, I did not have to know

anything about foreign institutions to discuss Col. Sanger's paper.

Colonel Sanger has brought the European institutions to us, and we have looked into them and know a good deal more about them now than we did before. That is one of the advantages of being a college graduate, and a trustee, and being a colonel, or at least of being Colonel Sanger, that is the ability to make things so clear that are thousands of miles away.

There are many things about this paper that I would like to discuss — it does not mean disapproval to discuss a thing — there are many things I would like to discuss if I should follow my inclination, but I am afraid that I should repeat the experience of the Union College graduate. There was a clergyman who was accustomed to preach regularly at an insane asylum — I should not suggest any comparison between an insane asylum and this meeting — but his experience was this: After every service one of the inmates would come forward and present him with an orange. He supposed it to be one of the eccentricities of the person and paid little attention to it. But one day she came forward with two oranges and he said, "My dear woman, what does this mean — you generally bring one orange, but to-day you bring two oranges." She said, "I bring you two oranges to-day because you have done for me what all the physicians I have had were unable to do." He was very much pleased, and supposed he had been helping her by mental science or suggestion, so he asked what good he had done her; and she said, "Why to-day you have made me sleep."

I am not going to take up all the good points in Colonel Sanger's paper but one or two points impressed me, as they must have impressed you, which are pertinent to our work in this country. It seems they put more emphasis on the individual over there than we do, and I think that is the foundation of all good work. It takes a good deal of a man to see an individual. Any kind of a man can see a mass of individuals. You all remember the man whose eyes were opened and his blindness cured by our Lord, that he saw first men as trees walking — everything was indistinct — he was conscious of movement of a mass, but not one man was clearly defined. And so it is with our moral eyes. At first we are conscious of so many people in a mass, and it takes a long period before we can separate them and see the individual, see where it is the orphan and not the orphan asylum; where one person and not the institution that calls for our help.



that abroad they have developed along that line farther than we have. I know in one part of our charitable work in which I am interested, as one of the managers of the Utica State Hospital, I am impressed with the necessity for separating people, for paying some regard to the individual, and bringing together those who represent the same trouble, not compelling them to live with those who are so very different from them. There must be more individualizing before we can help more directly and more efficiently. Then I think they pay more regard over there to one's self-respect, and as I look at it, that is the basis of all reformation, the awakening of self-respect, that is the basis of all moral improvement. Instead of pushing a man down to the class below himself, make him realize that he does not belong to that class; in some way make him feel a necessity to respect himself, and that is essentially necessary in America where we try to emphasize and cultivate the spirit of independence and self respect.

Whenever I think of this, I am reminded of that illustration with which we are all familiar, of our Lord's treatment of an individual — and by the way he was big enough to individualize in all his sympathy; he never treated classes but always dealt with the individual. The science of political economy can never be a real Christian science, it seems to me, so long as it deals with men in classes, the laboring classes and the capitalistic class and so on — and fails to recognize the needs of individuals. This individual case of our Lord's treatment of a man who had gone wrong was the case of Zacheus, the publican, the man who had gone wrong, who should have been in jail, a man who under the Roman government was enriching himself at the expense of the people. The people all knew it, and they hated him. Now you will notice this: that people are very tolerant of men who are wealthy if the money has been made without special reference to them, but if they think the money of a particular rich man has been taken from them, he will hear from them. Then they hate that man, and these people all had a feeling of hatred against Zacheus that ostracized him. He was a publican and they would have nothing to do with him.

When our Lord met him you will remember he was in a tree, and he called him down from that tree and told him he was going home with him. Now there was not one man in that country who would not have been glad to walk with Jesus at that time, and it needed just that one thing to change the whole moral nature of

that man Zacheus, to be noticed by Jesus; he was ready at once to give back all that he had taken. By restoring the self-respect of the man, the man himself was saved. I think that must be the trend of a good deal of our work with the poor as well as with the criminal class, if we are to restore them and lift them up, and not simply to provide for a time, or until death, but to save and restore.

CHAIRMAN DUNHAM: The Union College graduates have some queer experiences. Before Dr. Raymond was president of that institution they were making great preparations for commencement exercises and they prepared their orations, a group of them, and they had said that at such a word they were to put in a left hand gesture and at such a word a right hand gesture and double gestures at others, and the prize orator was presented to the audience, and he had forgotten the words of what he had studied. But his presence of mind came to him and he walked to the foot lights and said, "Ladies and Gentlemen, I have forgotten my speech, but I can remember some of the gestures." Now since Dr. Raymond has been president of the college we know that if any of the students have forgotten their words, Dr. Raymond has not forgotten any of his gestures.

The next paper is by one who needs no introduction where public charities are to be discussed — Hon. Robert W. Hebbard.

#### OUR PUBLIC CHARITIES, BY HON. ROBERT W. HEBBERD.

This subject will be recognized as a most comprehensive one to be treated in a paper, limited to twenty minutes duration. The time should, however, be sufficient for a discussion of the more important general needs of our public charities.

While to describe the many excellencies of such charities, and particularly the work of individual institutions, would be the more pleasing task, the pointing out of what are undoubtedly serious deficiencies in the system should, it seems to me, serve a more useful purpose.

With this in view let us first consider the charities of the State itself. Wherein do they require improvement? Among ~~these~~ great institutions, giving splendid evidence of the humanity of our people, the State hospitals for the insane stand pre-eminent. They daily shelter over 25,000 more or less, mentally tormented souls. The care of the insane by the State itself was in

mark and actually does mark a distinct advance over the care of the insane in local institutions of charity. The boards of managers of these great State institutions may be trusted to co-operate with the central authorities at Albany in seeing that the baneful effects of partisan politics are successfully eliminated from the management of the State hospitals. We have a right to be thankful to the present Governor of the State for his assistance in restoring to some considerable degree this desirable balance. Despite, however, the large expenditures of the State hospitals for the insane, aggregating over \$5,000,000 annually for maintenance, it is apparent to all who are familiar with the care of the dependent poor in this State that a lack of sufficient facilities prevents these institutions from caring for all of the dependent insane, as the spirit of the Insanity Law originally contemplated.

In its annual reports, and otherwise, the State Charities Aid Association has not failed to call the attention of the State authorities to these unfortunate conditions, and to urge upon them the necessity of appropriating sufficient means to make adequate provision for the care of all of the dependent insane.

In order, it would appear, to make up for this lack of proper facilities, a lack caused entirely by the failure of the State authorities to make sufficient appropriations, the superintendents of the State hospitals are authorized by a section of the Insanity Law to decline to receive, and also empowered to discharge all inmates who, to quote the language of the law, are "not insane within the meaning of the statute." By another section of the same act they are authorized to discharge dotards and idiots, although the latter may be, and frequently are, actually insane.

The result is that many persons who are officially adjudged insane, and actually are so, are returned to and retained in almshouses and other like institutions, where they do not and cannot receive the care to which they are entitled. They are a constant source of disturbance to the other inmates and to the general welfare and discipline of such institutions. This wrongful state of affairs helps to retard that desirable evolution whereby almshouse institutions lose their complex character, and become simply homes for the dependent aged and infirm.

The cure for this defect is the appropriation of sufficient means by the State government to enable the State hospitals to take all of the dependent insane. Otherwise the superintendents will naturally decline to receive many of the less agreeable

cases on the grounds that they are "not insane within the meaning of the Statute," a most comprehensive excuse, or that they are dotards or idiots. We shall then have in the almshouses a reversion to the old conditions justly complained of by the State Board of Charities, the State Charities Aid Association, and in the earlier years by Dr. Sylvester Willard and Miss Dorothea L. Dix.

The State charitable institutions also suffer from a lack of sufficient means to enable them to take from almshouses and other institutions the class of inmates for which they were established, and for whom the laws of the State make it incumbent upon them to care.

The most notable examples of this lack of means are to be found in the State institutions for the care of the feeble-minded and the idiotic. For years, in season and out of season, the State Board of Charities has pointed out the deplorable results of this failure to provide sufficient means to extend in an adequate manner the facilities of these important institutions. But the exhortations and protests have apparently fallen for the most part on deaf or unwilling ears. Instead of meeting the needs of the situation the State authorities have for some years simply dallied with the subject.

As the result of this parsimonious non-action, particularly during the so-called period of economy from 1900 to 1904, we have at Syracuse a State institution for the instruction of feeble-minded children, the facilities of which are clogged and perverted from their purpose by the presence of a large number of adult inmates for whom there is no room at the State asylums at Newark and Rome, where they properly belong. For this reason many feeble-minded children are retained in private institutions for normal children and deprived of the care and training they should have at the Syracuse institution. This is an abuse of long and persistent duration, and one that works incalculable injury to the State.

Despite the provisions of the Penal Code, which forbid the care of idiots in almshouses, where they, as well as the public from them, cannot receive proper protection, there are to-day more a thousand of that class in such institutions, because the government has not made adequate provision for them in State institutions. Instead of having a consistent and logical policy whereby all of this class are cared for in State institutions, as the laws require, we have a deplorable lack of sys-

about half the number are well cared for in such institutions and the other half are poorly maintained in almshouses and other like institutions.

This is unworthy of a great State like New York and not at all in accordance with the wishes of its generous people.

Disquieting as this situation is with relation to the male idiot, it is immeasurably worse in the case of the other sex. On what is reputed to be good authority it is said that the progeny of one feeble-minded woman in this State have cost the public more in money, not to speak of morals, than the entire cost of the splendid State Institution for the custodial care of this class of women at Newark.

While I cannot prove the accuracy of this assertion I can well believe that it is true. There can be no doubt that the State is earning large dividends in the case of every woman of this class that is cared for at the Newark asylum, particularly those from the almshouses where proper protection is impossible, the inmates being practically free to come and go as they choose.

There are in this State at present over 400 such women urgently needing the care of the Newark asylum, but who cannot be received because of want of room.

The facilities of these State institutions for the care of the feeble-minded and idiotic in this State should be rapidly extended until they are able to care for all this unfortunate class under conditions that will prevent their multiplication.

Instead of seeking to select the most desirable and easily managed cases, the institutions should be required to take all such cases for the protection not only of the inmates but of the public as well. Instead of being refused admission to the Newark asylum, feeble-minded women whose physical condition make them a further menace to the community should be among the first to be chosen.

We send to the Newark asylum feeble-minded women, who when they become troublesome, we are called upon to remove on the ground that they are insane. Complying with the requirement we send such women to the State hospital, only to have them rejected on the ground that they are idiots, or "not insane within the meaning of the Statute." We are then compelled to care for them in almshouse institutions contrary to the provisions of the Penal Code. In so doing we become guilty of a misdemeanor despite trouble and the expense to which we have gone to obey the  
s of the law.



Thus we unwittingly fall down between the Scylla of the State charitable institution, unwilling to care for this troublesome class of patients, and the Charybdis of the State hospital apparently governed to a considerable extent by the same motive.

These institutions are not, however, and so it should be remembered, intended for the comfort and convenience of employees, but for the protection of their helpless inmates and the State.

With an enlargement of the present institutions for this class of unfortunates, we should have new institutions for the same class located in the southeastern part of the State, in order that the relatives and friends of inmates from that locality can visit them readily. Hardly a day passes that I am not implored by some friend or relative of inmates of our local institutions not to send such inmates to State institutions hundreds of miles away, where they can never be seen again by those who have a loving interest in them.

Why is it that these simple-minded folk, suffering more than we can know, through no fault of their own, are thus neglected in violation of law in the State of New York, the women of this class, particularly in some of the rural communities, being subjected to conditions of the most degraded and revolting character?

Are the people of the State too niggardly to spend the money necessary for the proper care of such unfortunates in State custodial asylums? Not for a moment is any such libel upon the generous people of our State to be believed.

To my mind the State authorities are either not sufficiently interested in the subject to inform themselves with regard to it, or else, through the fear that they will lose the rural vote if they appropriate the necessary means, they lack the courage to meet the needs of the situation in a fair and adequate way.

The State needs another Josephine Shaw Lowell or a Dorothea L. Dix, with heaven-born sincerity of mind and purposes, to awaken the conscience of our governing authorities to the necessities of this serious and deplorable situation.

Turning now, for a brief moment, to what may be termed the minor forms of public charity, we find a public hospital and almshouse system giving evidence of continued progress. Gradually the disturbing influences of partisan politics are being eliminated from the administration of these institutions. And this is well, for without such elimination these public institutions of charity

cannot be managed satisfactorily. To add to the natural perplexities of administration, the confusing element of party or factional politics is simply to spell failure at the outset.

The local poor law officers of the State are for the most part not only intelligent and reliable, but are also efficient in the discharge of the duties of their office. If at times one is found to have been unworthy of his trust, it is but the exception that is said to prove the rule.

The improvements that have been made in the almshouse system of this State during the past few years, conducing to the more humane care of the inmates, can hardly be realized, so great is their extent. They amount practically to the reorganization of our entire almshouse system.

With all this improvement, however, there are some radical defects in the system which require early remedy. One difficulty arises from the failure on the part of the State, to which I have already referred at sufficient length, to remove mentally affected inmates who should be in State institutions. The presence of these inmates greatly retards the desirable progress of these local institutions.

The other defect arises from the more or less general failure on the part of local authorities to provide the means necessary to employ a better class of subordinate helpers in such institutions. Until such means are provided the management of these institutions can never be entirely satisfactory.

The largest collection of almshouse institutions under a single management will be found, of course, in the city of New York. Here we have a daily census of inmates and employees aggregating over 10,000 people.

The great majority of the hospital helpers in the department receive on an average less than \$10 a month and maintenance, and while a few reasonably good men and women, without any special ambition to invite them to other fields, may be willing to work at this rate, large numbers of these helpers come and go after pay day. This calls for a practical reorganization of the lower grades of the working force of the several institutions about once a month. No private business could well succeed under such conditions, and it requires no elasticity of the imagination to comprehend their effect upon the business of administering the charities. The changes under will, perhaps, be better understood, when I state that 800 such positions filled during the nine months or 30, of this year, required 2,636

appointments, 1,695 dismissals, and the acceptance of 643 resignations. On the other hand, during the same period of time, 290 of this class of employees gave sufficient satisfaction to their superior officers to earn promotion.

These, then, are some of the principal present defects of our system of public charities. They are defects which, apparently, can readily be cured through the appropriation of sufficient means by the State and local authorities. Who can doubt that a patient and intelligent presentation of the facts will be sufficient to secure their adequate remedy. The influence of the members of this conference is alone sufficient to secure the correction of these defects. With their correction we can feel that our present system of public charities, normally extended, should prove equal to our more immediate needs.

On the horizon there is, however, a growing evil that we are not prepared to meet in a satisfactory manner, although it has for years engaged the attention of every industrial country, with a climate such as ours, in continental Europe. The proper care of the homeless and particularly of the vagrant unemployed, is one to which the people of this great and growing industrial State should give much attention in the near future, or we shall be left in the condition of England, which, with good examples close at hand, examples which win the commendation of her own students of the question, has apparently not yet solved this trying problem in a satisfactory manner. The temporary public shelter and the labor colony have produced good results in Germany, in Denmark and in Belgium, and why should they not here also? This is a subject to which we are giving much attention in the city of New York, and one to which I hope this conference and its individual members will give serious consideration in the near future.

CHAIRMAN DUNHAM: The printed program provides for the holding of a discussion of Mr. Hebbard's paper by Mr. William B. Buck, who is not present; but I understand that he has sent a paper to be read. Before I call for the reading of that paper I would suggest that under the heading of "10.10 P. M." is what is called general discussion. I am going to ask for only a single speech under this head, and that from my talented young friend, Father White, from whom we will be pleased to have a speech for just five minutes after the paper sent by Mr. Buck has been read.

We will now hear that paper.

SECRETARY WALTER E. KRUESI: With the permission of the chairman and the conference I will read the paper prepared by



Mr. Buck. Mr. Buck had Mr. Hebbard's paper a sufficient time in advance to be able to discuss it.

#### DISCUSSION BY WILLIAM BRADFORD BUCK.

There is little one can add to the clear and forceful discussion of the more striking defects of New York's system of public charities, as they have been presented in the paper read by Commissioner Hebbard. Fortunately, however, the duty of one who opens a discussion of this character, is not so much to present additional facts or ideas, as to raise pertinent questions, which may be discussed by those who follow.

Commissioner Hebbard's paper suggests several important topics worthy of discussion and careful consideration by the members of the conference, all of whom have a genuine interest in the public charities of the State. The Honorable Commissioner has stated admirably the major defects and weaknesses in the public charities of the State in a way that suggests also a clear picture of the extent and importance of these charities. The sums of money expended annually for their maintenance are little short of stupendous in their proportions, but large as they are, do they not still seem inadequate? Indeed, will not larger sums than those mentioned perhaps be required in the near future, and may it not be the part of wisdom to spend even more money than is now being devoted to these ends? Every dollar added to these millions should, if rightly administered, repay to the State large dividends in the protection of communities against the spread of insanity and feeble-mindedness, and in the control of the stream of poverty and destitution which sometimes threatens to overrun its banks.

While suggesting increase in the amount of money now being spent by the State for its charities, it seems proper at the same time to raise the question whether the State is apportioning its present expenditure with sufficient care and discrimination between the lines of work which are distinctly curative or remedial, and those which are preventive in their character; in short, whether the opportunities for preventive and educational work in connection with the Charities of the State have been sufficiently recognized, and adequately provided for. Is the State, using that word in its broadest sense, setting itself definitely to the task of studying, and if possible removing certain causes of de-

pendency? Is sufficient attention and sufficient money being devoted to the important work of providing emergency hospitals in the large cities to give immediate attention to cases of insanity, either incipient or merely threatening? Is sufficient inquiry being made as to the causes of insanity, and is the public being systematically informed as to these causes and the measures which may be taken by every individual to avoid attacks of this disease? In short, is there room for more of such work as has been done by the various organizations for the relief and control of tuberculosis, in spreading information as to the nature of the disease, and the approved methods of combating it?

Mr. Hebbard's careful analysis of the situation brings him to that inevitable wall which so often blocks the progress of public charities, namely, the lack of sufficient appropriations by local authorities having control of the purse strings. His paper suggests a way of overcoming, in some measure, the barriers which balk many excellent plans for the development of public institutions. He has referred to the excellent work done by the State Charities Aid Association in calling the attention of the Legislature to the need for increased appropriations to the institutions caring for the feeble-minded and epileptic. Is there not a crying need in every community for an active and influential body of people who are interested in local and State charities, to work intelligently and constantly for adequate appropriations for their local public charitable institutions, and at the same time to arouse local sentiment on behalf of the State charitable institutions which are so intimately connected with the work of their local charities? If such a body of people could be efficiently organized in every community of the State, and its activities intelligently directed, the whole State might soon be made alive to the importance of remedying, by adequate appropriations, this sinister defect to which Commissioner Hebbard has called attention, namely, the presence of feeble-minded and idiotic persons in almshouses and in the community.

Mr. Hebbard has done a service to the State in presenting so clearly the results of the so-called "economical" period of the State's charitable history, in its inhumanity to the feeble-minded, and in the consequent propagation of their kind, when they should have been safely guarded in custodial institutions.

A final question: Is it not worth considering whether the State and local authorities having charge of public charities should wait

for large appropriations from the State or municipality before proceeding with the work of providing increased accommodations for their wards? Has there been a tendency to build "monumental" structures, costing large sums per capita, and to wait for appropriations to build such structures, rather than to put up with temporary buildings of a less expensive kind? For some classes of patients, such as those suffering from tuberculosis, the tent or wooden shack is considered to be more desirable than expensive brick or stone structures, and yet some of our more recently constructed hospitals for this class of patients are large, many-storied brick and stone buildings, which would be eminently suitable for general hospital purposes in a large city, but which suggest having been built with the needs of some favored contractor in view, rather than those of the patient.

FATHER WHITE: Mr. Chairman, I came here to-night to sit at the feet of wisdom rather than to speak; however as a member of the board of managers of the Long Island Hospital at Flatbush I am certainly in accord with the view of the chairman about the great good done to the unfortunates by doctors, nurses and attendants. I have been in the habit of comparing our hospital to a well organized hotel, with its library and billiard room and the facilities afforded for the amusement of patients.

There are 25,000 insane in the State and 13,000 in the neighborhood of New York City. It seems to me there should be some provision for 20,000 there, considering the number of immigrants that enter at the port of New York.

As the speakers took the liberty of discussing the standards of living, I feel I can touch upon that by reason of a remark Commissioner Hebbard has made. I said the laborer has a right to expect from his employer a living wage, and if the employer cannot give it, then the laborer has a right to expect it from the community. Now that theory has been somewhat jarred when we find the State of New York paying the princely sum of \$10,000 a month to these attendants. It seems to me that the State of New York should pay more to its hospital attendants.

In speaking, after the session of the conference this afternoon, with a large employer of labor, he told me that he began years ago to pay a living wage to his employees not from humane motives alone, but as business policy, because he knew he could get better work out of men who received a proper salary than he *could from others* who did not. Now let the State look at this

question from the point of view of having a higher class of attendants, who will give more efficient service. This thought comes to me and it seems to strengthen what was said at the session this afternoon.

CHAIRMAN DUNHAM: Are there any others who wish to take part in this discussion?

A DELEGATE: This is probably the third time that Commissioner Hebbard has stood before us on the question of the feeble-minded and epileptic in and around New York. We have an increasing number of them. We have heard of the feeble-minded who appear before the Commissioner of Charities and who are to be sent away up to Rochester, it seems as far away as sending them to Ireland or to Italy when you tell them they are to be sent to Rochester; but as the colony at Sonyea is rapidly filling up it seems that we should take some action that we in the city of New York who pay all or nearly all the taxes that support Sonyea, that we should get something down our way for these people. We have nothing of that kind now but Randall's Island. Therefore, I think we should adopt a resolution to be presented to the authorities, framed as strongly as we can put it, in order to obtain accommodations for the hundreds and hundreds of children around New York who will not be sent away from New York City. I know in my district, the gas house district, six families who are keeping their children in their homes because they will not send them away these long distances. These children could be given up to some institution nearer New York City; therefore, I endorse with all the feelings of my heart the sentiments of the Commissioner on that point.

DR. SPRATLING: When the Craig Colony at Sonyea was founded eleven years ago, there was a record of 771 epileptics in the State who might be admitted to the Colony. In eleven years we have admitted a grand total of 2071 patients, and we have at the present time on file applications for the admission of approximately 1,000 more.

The gentleman who preceded me said he thought that New York City should have better representation at the Colony. We are hampered very much in the admission of patients from nearly every county in the State because we have no room for them.

Under the law we are compelled to apportion space at the Colony equally among all the counties of the State.

It must be apparent to every one familiar with the situation

that there should be better and more ample provisions to care for dependent epileptics in this State, and particularly should more attention be paid to *measures of prevention*. There seems little use in trying to cure what you know you absolutely cannot cure, and it seems now that fully 90 per cent. of all cases of epilepsy are incurable. Why not try to prevent it, and while you cannot prevent it entirely, I think you can reduce the frequency of the disease to some extent through the application of proper measures of prevention.

I took the trouble about a year ago to secure two hundred endorsements of a proposed Legislative bill on this subject. The bill was introduced in the Senate by Senator Stevens of the 46th district. Its purpose was to prevent the marriage or intermarriage of epileptics, the insane and feeble-minded. The bill was reported favorably by the judiciary committee of the Senate and later passed that body. When it reached the Assembly it was defeated by a personal appeal — I have so understood — to every member of the Assembly judiciary committee by a person who I understand was an epileptic and who wanted to get married.

I believe that one of the chief questions this conference should discuss, is some definite measure or measures for making adequate provisions for the care of more dependent epileptics. I think that a great cosmopolitan "community" should be established near New York City; such community to receive patients now at Craig Colony, at Newark, at Syracuse and at Rome, who obviously under the original laws that founded these institutions, were never designated to be cared for in them.

It gives me very great pleasure to say to this conference that I have the promise of the speaker of the present Assembly that he will come to The Craig Colony on Friday afternoon on the occasion of your visit and talk on this particular subject. What is more to the point, he has declared that he will give his support to a measure like that proposed above — that is, the creation of a large cosmopolitan community not very far from New York City, where epileptic idiots, epileptic insane, idiots and feeble-minded of certain grades, and the "overflow" classes generally from Newark, Syracuse, Rome and Sonyea, may be properly cared for.

There is one other point I desire to mention in this connection. I think our government, both Federal and State, is defective in that it places no value on work accomplished by men

who solve such problems in the interests of science. I think that both the Federal and State government should pay a premium or give some mark of distinction to those who solve these problems wholly or in part; and should the government do this I am satisfied that the entire country would reap a very great advantage. Why cannot this country follow the example of Germany — the most scientific country in the world in this respect?

I hope to see every member of this conference visit The Craig Colony at Sonyea on Friday, that they may personally see what we are trying to do for New York State's dependent epileptics in that institution.

JUDGE LEWIS, of Buffalo: Mr. President, I would like to say that the Honorable William P. Letchworth, of Portage, N. Y., should not be forgotten by any one taking part in proceedings of the character that we have here. If this is an appropriate time I wish to make a motion that the Secretary of the conference convey a suitable expression to Mr. Letchworth of the greetings and kind wishes of this conference.

PRESIDENT MABON: The motion has been regularly made and seconded that the conference send to the Hon. William P. Letchworth a resolution expressing its kind wishes and greetings. All in favor will give the usual sign. It is carried and will be ordered.

DR. SPREATLING: Mr. Chairman, may I offer the following resolution:

Resolved, that this conference recommends that the Postmaster-General of the United States be, and he hereby is requested to seek, through the aid of Congress, to grant to charity dependents under public care for three months or longer, the right to send sealed letters through the United States mail, postage free; and that the chief officer of the institution in which such a public dependent resides, endorse on the envelope of such letters the words "Charity Dependent Postage Free," followed by the name written in ink of the officer so certifying; a dependent to be allowed not to send more than one letter, postage free, each month; and that the secretary of this conference is directed to send a copy of this resolution to the Postmaster-General in Washington.

PRESIDENT MABON: The resolution will be referred to the Committee on Resolutions, there being no objection to such course.

FIFTH SESSION.

*Thursday Morning, November 15, 1906.*

**PRESIDENT MABON:** I will call on Mr. Towne to make a report on cities and counties.

**REPORT ON CITIES AND COUNTIES BY MR. A. W. TOWNE.**

**MR. A. W. TOWNE:** The purpose of this committee is two-fold: first, to ascertain the present facilities, needs and plans of each community so as to afford each year a basis for measuring the progress achieved, and secondly, to bring before the conference recommendations for such changes in law or practice as seem to urgently demand reform in any one place or to call for the concerted action of different localities.

The collecting of the reports has unavoidably yielded results that are incomplete both as regards number and uniformity; but it is believed that the digest to be published will prove helpful in stimulating a friendly rivalry among the various communities.

The fifty-three reports which have been submitted, furnish ground for the observation that this conference should so shape its policy as to allow proportionate attention to the specific needs of the smaller cities and rural districts. Especially striking is the manner in which the reports contrast how different places of different size and resources vary in their stages of advancement. The issue which presses in one city has not yet come to a focus in some other center. The reform or method that is soundly established in the large city may be only just beginning to be conscious elsewhere. What is almost axiomatic in one city may smack of extravagant radicalism in some more provincial region. This conference should adapt itself to this unevenness of development and should cater in proper degree to the awakening of the smaller localities.

To this end this committee offers these recommendations:

1. We recommend that the annual meeting places of this conference be chosen with a view of doing a propaganda work in all parts of the State, and that as far as possible — if necessary even at some sacrifice of conveniences and entertainment — the conference meet occasionally in the small cities.

2. We recommend the conducting at the next conference of an

information bureau in some side room at specified hours where questions may be asked and answered either orally or later in writing.

3. We recommend the annual free distribution of the published reports of this conference to the mayors and a selected list of the chief charitable, correctional and educational executives of each city and county.

4. We suggest the desirability of having small exhibits and simple instructive leaflets, treating of the most fundamental concrete social problems, collected by the State Board of Charities and the State Board of Health for such uses as may arise.

Furthermore we ask that the Secretary of this conference send to the juvenile court judges of each city in this State the following recommendation:

5. We recommend that unless a violation of the law by a child under sixteen years of age is flagrant and determinedly vicious, the charge should be entered on the court records as being either a "neglected" or a "delinquent" child.

It often severely handicaps, and even ruins a boy or girl to be branded as having committed some specific crime; whereas the act was probably mischievous or thoughtless and due to unfortunate circumstances. When a child is committed under the blanket charge of being neglected or delinquent, the court can and should transmit to the institution a confidential statement of the details of the offense.

Pending a modification of the statutes in New York State, according to the custom of Illinois, Colorado and Massachusetts, which commit under the charge of being neglected or delinquent, this committee urges that the judges of the State who hear juvenile cases, should use their influence to extend the practice of generalizing the titles of charges against children.

THE PRESIDENT: This report, containing as it does a recommendation, will be referred to the Committee on Resolutions.

I take great pleasure in introducing Col. Joseph F. Scott, Superintendent of Elmira Reformatory, who will conduct this session.

REPORT OF THE COMMITTEE ON TREATMENT OF THE CRIMINAL  
BY THE CHAIRMAN, COL. JOSEPH F. SCOTT.

Two important laws were passed during the last session of the Legislature and signed by the Governor, for the improvement



the prison system of the State; the first, for the establishment of a new State prison to take the place of the Sing Sing prison; and the second for the establishment of a State board of managers of reformatories, vesting in them the management of the State Reformatory at Elmira and the State Reformatory at Napanoch. The act to establish a new State prison is embodied in chapter 670, of the Laws of 1906, and authorizes the Governor to appoint a commission of not less than three persons, nor more than five, to carry into effect the provisions of the act. It further provides that said commission shall select a suitable site for such new State prison, containing not less than 500 acres in the eastern part of the State, south of Poughkeepsie, and containing a sufficient quantity of trap-rock for use in the improvement of the public highways; and on the approval of the Governor and the State commission of prisons, shall purchase such site. It also provides that due consideration shall be given to water supply, facilities for drainage, and easy communication by rail or water, or both, with the city of New York. It also empowers the said commission to make all necessary preparations for the building of the same, and requires that prison labor shall be employed in such work of preparation and construction, as far as practicable.

I have been informed that the requirement that the site shall contain a sufficient quantity of trap-rock for use in the improvement of the public highways has proved a serious embarrassment in the selection of a site, as it limits such selection to an extremely small area, and it may be found necessary to ask the Legislature to relieve the commission of this restriction.

In the building of the Eastern New York Reformatory at Napanoch, it was the intention to establish a reformatory institution similar to the New York State Reformatory at Elmira. Comprehensive plans were prepared, and a main building including two cell blocks, each containing 250 cells, was completed, when a bill was passed, turning it over to the State prison department to be used as a State prison. It has never been a place of original commitment, but its population was made up of transfers from the New York State Reformatory at Elmira and the different State prisons. During this period, a mess hall, with a seating capacity of 500, has been completed; and a three-story shop of trades school building, 225 feet in length by fifty in width, has also been erected, and a residence for the superintendent, begun. There have been expended, up to the present time, a little in

excess of \$600,000 on these buildings. While the prison population of the State has shown no increase in the past few years, there has been a decided tendency in the courts to sentence more men, each year, to the reformatory institutions. There were committed to the New York State Reformatory, in the year 1901, six hundred and ninety-six, and for the year ending October 1, 1906, 1,177 or nearly double the commitments of five years ago. The average population for the year just closed, was 1,452; the natural capacity of the institution, is 1,250. This large population greatly overcrowds the reformatory and hampers efficient administration. It is safe to predict that within the next five years there will be an average reformatory population to be provided for, of between 2,000 and 2,500; therefore, immediate steps should be taken for the completion of the Eastern New York Reformatory at Napanoch, to suitably house and provide for at least 1,000 inmates. This will necessitate the building of two additional cell blocks of equal capacity with those already erected; the building of an additional mess hall and shop building, together with a power plant, bath house, laundry, hospital, gymnasium, and an administration building, which buildings will cost in the vicinity of \$600,000, in addition to what has already been expended.

The new State board of managers of reformatories consists of seven members, which comprise the Old Elmira Board and two additional members. They have organized, appointed a superintendent of reformatories, and took possession of the Eastern New York Reformatory on the 30th day of September, and all existing laws relative to the management and control of the New York State Reformatory at Elmira and the transfer and parole of inmates therein, are made applicable to the management and control of the Eastern New York Reformatory at Napanoch.

The Eastern New York Reformatory has not as yet been made a place of original commitment and it is the intention to administer both in conjunction, allowing for a more complete classification of the prisoners, and, while the institutions must necessarily be similar, it is not intended to make them identical, but to provide such methods in each as are applicable to the different prisoners, after such classification is made.

There seems to be throughout the State an erroneous opinion concerning the selection of Napanoch as a suitable site for such an institution. It is situated in the Rondout valley, at the base of the Shawangunk mountains, on the New York, Ontario and Wes-

tern Railway, one hundred miles from New York City and twenty-two miles from Kingston, on the Hudson river. It is in a locality of special purity of air, with an abundant and exceedingly pure water supply. Some criticism has been made upon the drainage facilities of the institution, but it is situated on a gravelly soil, forty-five feet above Rondout creek which runs about six hundred feet in front of the institution, and which allows of sufficient fall for suitable drainage. It seems to my mind to possess all the requirements for a suitable location for an institution of this character, and there should be no hesitancy upon the part of the State in carrying to completion the original plans for the reformatory.

It has now been thirty years since the New York State Reformatory at Elmira was established. During that period, 15,816 prisoners have been committed to it, charged with felonies. The percentage of reformations has been such as to attract the attention of the whole world and to warrant the completion of the Eastern New York Reformatory to provide for the additional numbers who may properly be committed to such institutions. Since the State of New York inaugurated the reformatory for the treatment of adult male felons, nine other states of the Union have built similar institutions, copying Elmira methods. The reformatory system has passed beyond experiment and has a recognized place in the penal system of the country. Its influence has been wide and has had its modifying effect, not only upon the administration of the State prisons, but also upon the criminal courts, in dealing with those who come before them.

Hon. Cornelius V. Collins, in his able and comprehensive address as president of the National Prison Association which held its recent congress at the Capitol, in this State, after summing up the many prison reforms having their inception in the State of New York, said, " Shall we not go forward one more step, and put reformatory methods into the administration of our State prisons where we may do something for the men and women, most of them in prison for the first time, and many there only by accident, or through ignorance and inability to understand the law, and practically all of them susceptible to reformatory influences ? "

The indeterminate sentence has given a new viewpoint to many of our magistrates, in dealing with criminals, so that now the character of the criminal is given equal consideration with the character of the crime. Juvenile courts have been established in many places similar to those so ably presided over by Judge Lind-

say, in the city of Denver, Colorado. Parole laws have been enacted in some states already in line with the reformatory methods in the treatment of criminals. Here, in the State of New York, have their inception, the congregate prison system, the industrial school, the hospital for the criminal insane, the reformatory for young male felons, and the tuberculosis hospital, for the State prisons. With this progressive history, the State of New York should not falter until she has enacted laws for the creation of juvenile courts, checking the sources of our criminal population and providing suitable probation law giving to each court of the State a probation officer to deal with the large number which may be taken on probation, with economy to the State and the salvation of the probationer; until she extends those reformatory methods which she now gives to her prisoners committed for felonies, to those who are committed for misdemeanors, who form the greater numbers and have the greater need for such reformatory treatment; until she has placed practically all of her criminal population under the direct control of the State. The criminal, in breaking the statutes, commits an offense against the State; he is tried before the court of the State, and then in most cases, is committed to the local authorities for his safe keeping and treatment, which, logically, should be done by the State itself. The State should establish reformatories for misdemeanants, similar to those for felons, by the building of new institutions, or purchasing county penitentiaries and converting them into such institutions, and then enacting a law that no person should be committed to a county jail for more than a period of thirty days, and requiring that all commitments for longer periods should be to State institutions. Such laws would keep the State of New York where she now stands—in the advance line of all the states in her broad charities and enlightened administration of her penal system.

I would like to ask Mr. George McLaughlin, the Secretary of the Prison Commission, to discuss the report just read. He has consented to do so and I present him to you now.

MR. GEORGE McLAUGHLIN: Mr. Chairman, Ladies and Gentlemen, as I have heard this report for the first time, I shall have to extemporize my discussion.

There used to be in one of the upper corners of the New York dailies this printed statement: "If you see it in the Sun it's so." Now it is pretty safe to say that we can all safely feel that if

Colonel Scott says so it is so, because he gives as one knowing what is true in relation to penology and the treatment of the criminal. He has had not only a long experience but a successful experience, and when he signs a paper setting forth his ideas of the treatment of the criminal it is pretty safe to do as the western man did who wanted to economize and so he pinned the Lord's Prayer at the head of his bed and on retiring each night he would put his finger on it and say, "Lord, them's my sentiments." So if we concur with the sentiments Colonel Scott may set forth we will not be much out of the way.

I shall not take up all the matters which he has presented, but things that have been accomplished show that New York State is progressing rapidly in the proper treatment of the criminals of the State.

There is one feature he did not mention which is well worthy of mention, and that is that New York State leads the Union in its provision for the treatment of the criminal insane, for the treatment of criminals who become insane after conviction. In this State they are separately housed at the State Hospital at Dannemora, and the persons accused of crime found to have been insane after conviction are confined in the institution at Matteawan; in both of which institutions they receive expert attention under skilled specialists. In that respect New York State leads the Union and it is a commendable feature of our criminal administration.

Now I wish particularly to dwell for a few minutes upon just one thought suggested by the paper, and that is the need of furnishing an additional institution to complete the circuit, so to express it, so that we will have in this State a proper and fitting place to send not only felons, but misdemeanants for treatment. The only institutions to which they could be committed by the courts after such conviction were the jails and the penitentiary, prisons for the housing of misdemeanants.

This recommendation was made to the Legislature some time ago; it was repeated the following year and the year after that; and in 1901, I drafted a bill and presented it to the Legislature, to appoint a commission to initiate the establishment of such a prison. However, the matter did not receive that public attention which was necessary, and there was not sufficient public sentiment back of it and the Legislature failed to enact that law. Later at Buffalo this conference took up the question, as many of you will remem-

ber, and appointed a committee which drafted an amendment to the city charter of New York, and that was enacted, and the reformatory for this class of misdemeanants for the city of New York was established at Hart's Island, and is now in operation.

We need such an institution in the western part of the State for the use of that portion of the State. It is a serious defect in our penal system, that boys of 16 to 21 years of age, when convicted of minor offenses, must either go unpunished or be committed to the jails and penitentiaries of the State where reformatory treatment is impossible, and where the commitments are for such brief periods that it would be impracticable to accomplish their reformation.

I want to read to you just for a moment a little statement that would be entirely familiar to everybody who reads the annual reports of the State Commission of Prisons, but as it is one of those department reports that probably nobody reads I presume these figures will be new to most of you:

Now last year we obtained results from all the counties except Warren, the ages of the commitments to the jails of the State. These results show there were admitted to the jails of the State during the year ending October 1, 1905, under sixteen years of age, 1,218 boys. Those are the smaller boys, 1,218. Sixteen years and not over twenty-one years, 9,863 — practically 10,000 boys committed between the ages of sixteen and twenty-one to the jails of this State for misdemeanors.

There was no reformatory to which the courts could send them.

Between the ages of twenty-one and thirty there were 20,552 young men committed to jail, making a total of over 30,000, thirty years of age and under.

During the same time there were committed to the penitentiaries of the State of these same ages, sixteen and under twenty-one, 1,611. Over twenty-one and under thirty, 3,856, making a total of 5,467.

The sum of these, 35,782, were committed to the prisons of the State; 11,457 of whom were not over twenty-one years of age.

About 21 per cent. of these were women, and after deducting these there were still left 32,212 young men; 10,327 of whom were boys and young men not over twenty-one years of age.

Now if we strike out the commitments from Greater New York, which is already provided with an institution of this character, we still have 15,000 young men outside of the city of New

York committed to these institutions, 5,000 not over twenty-one years of age.

Now what we desire to have you do would be to aid the Legislature, to use your influence and persuasive powers upon your members of the Legislature, to establish such an institution, to take, say one of these penitentiaries and convert it into a reformatory for boys.

One of the chief difficulties in establishing an institution of this kind right at the beginning is the necessity that these boys if committed to a reformatory and made over, given an education and taught a trade, both of those things are necessary in order to reform — they can then be good citizens.

It is necessary that the term of commitment shall be made about the same as commitments are made to the women's reformatories, for a maximum period of two or three years with powers to the board of managers to parole. It is impossible to give a boy an education and teach him a trade in sixty days or ninety days, the term for which he is usually sent to the penitentiary or jail for a misdemeanor; but out of this large number of young men and boys annually committed to the jails and penitentiaries of this State there must be a considerable percentage which could be sorted out by the courts where it would be a great public and personal benefit to have these boys taken away from their evil environments and sent to an institution where they would be taught the first elements of an occupation which would enable them to earn an honest livelihood, and many of them would in that way be saved to the community.

I presume I have occupied my time and I will not digress upon many other subjects which might be discussed in relation to the treatment of the criminal, but I want to leave this one thought; that we do need such an institution as this.

The Legislature of this State is being called upon by the different commissions and by the people who have charge of the different classes of dependents, for large sums of money. As Colonel Scott stated, we are about to build a new prison to take the place of Sing Sing — an improvement very much needed for that old inadequate structure is a disgrace to the State — and we need new buildings at Auburn also; and as the Colonel has said, we need to spend about half a million for a new prison at Napanoch. So you see in the face of these requirements it will necessitate a great deal of pressure to induce the Legislature to establish yet another

institution for the care of criminals; and yet we believe from a careful study of this matter and knowledge of the results likely to be obtained, that the result of such an institution will bring to the State of New York large economic as well as moral results to the persons who shall receive instruction therein.

CHAIRMAN SCOTT: We have in the eastern end of the State an institution for the treatment of women offenders, and over that institution presides a woman superintendent; and I take great pleasure in presenting to you Miss Katherine Bement Davis.

TREATMENT OF THE FEMALE OFFENDER, BY MISS KATHERINE  
B. DAVIS.

Yesterday afternoon some one referred from the floor to the high note sounded in this convention in the striking at the fundamentals of the subject under discussion. It seems to me there is also a high-water mark reached in the convention in the clear showing of the relationship of the different kinds of work in which we are engaged. Each of us is so apt to think our particular work is the most important work to be done. We are so apt to think everybody else thinks so, or ought to think so.

There is a very direct connection between the subject of standards of living which was discussed at the first section and our reformatory work discussed at this section. We who are dealing with the women and men offenders are dealing with the results of low standards of living, which is one of the chief causes of crime. No men and women of families with low standards of living, who are victims of poor nutrition, and who have an environment that cannot give them high ideals will be able to attain very high standards of decency or morality. Yesterday we discussed the care of families in the home and the care of children who become delinquent through fault in the homes, and we discussed yesterday afternoon a wonderful work which is being done in correcting physical defects of the school children. It is undoubtedly true that in all our penal and reformatory institutions there are many who might have been saved if such care had been given to them as is now being extended to the school children. We are dealing with the failures.

Colonel Scott has asked me to say something about the way New York State takes care of its women offenders; that is, some-



idea of the machinery and the laws, and a general understanding of what is at the command of the public in the way of public care for women. There is a misunderstanding of what we are trying to do for women, on the part of a considerable portion of the public. There is a sympathy which amounts almost to weak sentimentality with a large portion of the people when it comes to dealing with women offenders. We have two reformatories, the New York State Reformatory for Women at Bedford, in Westchester county and the Western House of Refuge for Women at Albion. Bedford receives commitments from the First, Second and Third Judicial Districts, and the Western House of Refuge receives commitments from the balance of the State.

Unlike the Elmira Reformatory, we receive not only commitments for felony, but for all other offenses, beginning with vagrancy and going up to manslaughter in the first degree. There still remains in the mind of the public a notion that women are sent to reformatories as a punishment, and we constantly hear it said by magistrates and judges, who should know better, "Is it fair to punish a woman guilty only of vagrancy by sending her away for possibly three years" — for in these two institutions the maximum term is three years. "Is it fair," they say, "to send a woman away for that time for associating with dissolute or disorderly characters, to send her away on that ground for as long a time as a woman convicted of murder?"

You cannot tell anything about what is necessary in the way of training for a girl or a woman by the character of the specific crime for which she stands sentenced. As a matter of fact in our experience we have found that the women convicted of murder have been women far less dangerous to the community and far less likely to commit the same offense another time than the women committed for vagrancy. Often the woman committed for vagrancy needs the greatest amount of training, they are most dangerous to the community in which they live, and are most likely to become public charges unless trained and sent out reformed.

You cannot tell by the character of the offense how long it is necessary to have a person remain in a reformatory institution. I wish to point out and emphasize this point in our work: that the institutions are educational. When I say that I mean it in the broadest sense of the word, that the women are sent there to be educated.

I want to read a few figures to you. I do not lay great stress on statistics usually but sometimes they indicate symptoms.

Bedford was opened in 1901; up to the end of this fiscal year, the 30th of September, we had received 572 women; foreign born, 166, a little over 29 per cent. American born of foreign parents, 191, or a little over 33 per cent.; leaving a balance of only about 33 per cent. of American born women of American parents; and of these 115 out of 195 were colored girls, leaving only eighty white American girls of American parents committed in five years.

Of the 572 there were fifty-one individuals who could not read or write in any language at the time of their commitment. There were forty-two others who could read foreign languages but no English, making a total of a little over 16 per cent. who could not read or write at all in English. There were 153 others who could read and write, but had no further education. In many instances that did not mean they could read well — they could not read a newspaper or a book; they could write their names and perhaps a little more, but they could not write a letter. That makes 26 per cent. who could read and write but had no further education, or a total of 42 per cent. who had no education whatever beyond the barest elements of reading and writing.

There were only thirty-six individuals out of 572 who had had any education beyond the grammar schools. Others had gone through the grammar school, making a total of eighty-three that had been through the grammar school.

Where did the responsibility for this lack of education belong? In the case of the foreign born they came from the peasantry of countries where there was no compulsory education for boys, and little of any kind for girls. These girls born in foreign countries who come over here and go wrong are largely the victims of ignorance. They are not necessarily of bad habits or necessarily vicious. They come to this country unable to read or to write any language. They think they have come to a land of liberty, which for many of them means to do anything they wish to do. If they can be caught in time they are the most hopeful class of our foreign element.

In regard to the colored girls, many of them come up here from the back woods of the south where there is no compulsory education, and come north thinking they can get fabulous wages. When they get here they find they are not fitted to perform the class of service required, and they drift into bad living. If these girls are trained and then placed in suitable positions, they

hopeful cases, for they then reach the ideals they sought in coming away from their southern homes, and are content.

The most difficult element to deal with is composed of those born in this country, who understand the conditions of American life, but are victims from birth of some of the conditions discussed in our previous papers. Last winter in New York City a hearing was held in the office of the comptroller of the city of New York, urging upon the city a school census in order that the compulsory school law might be enforced. I was asked to go down and say something about the education status of the women committed to our institution from New York City. I examined very carefully the first 500 commitments we had received at our institution. I found 168 individuals were there for which New York City was directly responsible; others were committed who did not live in New York City during school age; but 168 individuals lived in New York City between the ages of twelve and fourteen years. Of the 168 there were nine who had not been in a school at all. Nine isn't many, but nine out of 168 is a considerable percentage. There were twenty-six who read and wrote, but very little. They could not read a newspaper. There were twenty-eight others who could read and write fairly well; making over one-third of the total number who had no further education than the barest elements of reading and writing. There were ninety-three who had studied arithmetic and geography. One girl said, "I studied arithmetic but could not get it in my head," and another said, "Yes, I studied arithmetic as far as page 56;" and out of the 168 only twelve had gone through the grammar school. Now that seems to me a bad indictment against New York City. Suppose that ratio held through the entire population?

Now when we get such women as that into the reformatory they are there to be trained and not to be punished. Remember that first. The State can demand two things of us. It can say: "When these women leave you they must be so trained that they will not again violate State law," and second, they must be so trained as to be able to earn an honest livelihood. That implies of course training of all sorts, moral, industrial and scholastic. If they are to stand a fair show they must have a training whereby they can earn their living honestly, as a very, very small percentage of these women have any one they can depend upon for support. Out of the 572 committed to us up to the end of Sep-

tember last, 42 per cent. or 241 individuals gave as their occupation "domestic servants." I have not included here those who gave their occupation as chambermaids, cooks, nurse maids or any specialized work of a domestic nature; but 42 per cent. gave general house work, which for the most part meant unskilled work. There were 181 individuals, or 31 per cent. who had been in other institutions before coming to Bedford, and some had been in two or three or four institutions before going to Bedford. Of course they had not been to State's prison—that is, not to our knowledge, as we receive only first offenders in felony; but they may have been in work houses and juvenile institutions of all sorts. This is in a large measure a record of industrial inefficiency.

Now the question is how shall we train and educate these women so that they will not break the law, and so that they can earn a decent livelihood? It takes time to educate anybody; after our children get through the high school they are sent to a college for three or four years and then perhaps we give them a professional training besides. Now it is not unreasonable to say that these women should be kept in training for three or four years. That is not too much time in my opinion for a considerable percentage of them. In the first place these women are more difficult to teach than children on the industrial, scholastic and moral side, for they have lost all the characteristics that make it easy and pleasant to teach children. They have lost curiosity; they have no spring or freshness to their minds and they have no power of application, and it is much more difficult to get them to apply or concentrate themselves.

What we teach them from books does not matter much. I sometimes say to my teachers if they could get the best results by teaching Greek I would be satisfied. It is the mental training we want. Of course it is desirable that they should have the elements of arithmetic and be able to read and write; but aside from that, what we need is the kind of industrial, moral and mental training that will enable them to see that if certain courses are pursued, disaster must result. We are glad under present conditions when we think there is a fair chance of a girl doing well so that we can parole her. Contrary to general opinion we do not want to keep a woman a day longer than we have to, for her own interest and that of the community.

Now there is just one other point I want to make and it is the most important point of all. Probation laws are being intro-

duced into our State, and wisely and well. We do not want to send anybody to an institution who can be taken care of and put in the right way otherwise. There is some question, however, in my mind as to how far it is going to be good in the case of women who have been immoral, and it is true of ninety-nine per cent. of the women committed to us that they have sinned in this way. It is a question of how far they can safely be taken care of outside of these institutions and under the supervision of probation officers. If the probation law is to be extended to these women we are going to have a most difficult class to deal with inside the institution. We can see a perceptible change in that class of women committed. There is a much larger percentage of incorrigibles among those committed in the last eighteen months than ever before. There is a lower average of educational and industrial efficiency. We do not complain of this, only if we are to have so many "difficult" cases you must give us *time* to train these girls if you are expecting results. The law says now that we may keep them three years. If we parole under one year, we may keep girls under our supervision for two years. If they are difficult cases they must be discharged after three years, and are then without further supervision, and they are the kind of girls who most need our attention after leaving the institution.

The point I want to make and to leave with you for consideration is, whether if we extend the probation system so as to take care of a considerable proportion of young women offenders outside of the institutions and commit only the very worst cases, it is not going to be necessary so to alter the law that we may exercise for a specific time after they leave the institution supervision over the women who must be detained for the full period of three years.

CHAIRMAN SCOTT: Discussion on this subject will be opened by Mr. T. A. Kirby.

MR. T. A. KIRBY: The problem with which we are dealing is as old as the race; humanity is still extending its helping hand to say as it was said two thousand years ago; and the example of Christ to Magdalene has lost none of its probative force through the centuries.

To deal with the treatment of the female offender from a legal and Christian standpoint, is to be governed by the same forces and principle. The offenders to whom we refer are those who on account of some transgression of the statute law, which also

was a violation of the code of morals, were made the wards of the State for the protection of society and the reformation of the individual.

Safely and beyond doubt we may divide into classes this element of offenders: (1) Those by nature incorrigible, and (2) those who are the victims of environment. No matter what the cause may be we are compelled to deal with effects and to start anew for the development of the dulled and latent moral force which is implanted in every heart.

The first step in the new field is the change of hygienic and physiological conditions. Imagination and not language should be used in attempting to describe the condition in which the average inmate is when received at the institution with which I am connected. Thorough care and medical attendance in this direction start the physical organization toward the direction which nature's laws intended, and from which it has been diverted.

The individual is under new surroundings, filled with uncertainty and fear; hence I am unalterably and unfalteringly opposed to any system of inquiry as to causes of the sinful conditions. The truth cannot be ascertained. The temptation is to conceal and hide. Erring humanity has always sought to keep its secrets locked in its breast; and I cannot conceive of any purpose for good that can be accomplished by writing a history of individual shame or error.

The past should be buried and let the subject start anew with the deep-seated impression that her superiors are only interested in the future, and thus start out with a feeling of confidence unshaken by any recollection of false statement or the bitterness of truth.

We are now under conditions that are natural and sympathetic with the good. The impressions have removed the uncertainty and the fear which filled the mind at reception. Daily tasks in the discharge of household duties and training in educational lines, and suitable recreation and physical culture have alleviated the body and the mind, and respect and reverence for proper and correct living are gradually becoming a dominating force; and the individual unconsciously regards her keeper and teacher as her friend rather than her custodian. This confidence now in the course of development should not be hampered by unnecessary restraint. Locks and grates and grim walls are negative to humanity and the closer to absolute freedom or its semblance the i

vidual is drawn, the more effectual will be the result. During all this time the latent moral force has been coming forth. The spark of reverence for a higher power that is deep-seated in every human soul has commenced to glow, and without any of the emotional or the hysterical being appealed to the individual is being drawn unconsciously to God.

Religious and moral instruction from the outset, coupled with careful training along the lines indicated, have gradually aroused the soul.

I am one of those willing to abandon all other theories for the reformation of these unfortunates, and to rely on the development of that which will always find response — a contrition for the past may plod to find other means; but that which invokes the assist- When the human being is by any process of development brought to this point, then may we say the end has been accomplished.

Theorists may theorize; scientists may grapple and sociologists may plod to find other means; but that which invokes the assistance of divine grace consummates the purpose.

As was remarked yesterday the personality of the custodian and teacher is a means to the end of the greatest possible importance and the care to be exercised by those having that important task in charge, the selection of the same, cannot be over-estimated, and the power of superiors should not be curtailed or interfered with. The personality means everything to the success of the effort, and one who has not patience, tact and kindness coupled with firmness is without the sphere of the work. The subject is not to be distracted by that which brings attention to the past or which cultivates a taste to secure release before the expiration of the allotted time; for this reason and others the Board of which I have the honor of being a member has established the rule that any attempt to escape, forfeits all hope of parole; and the effect is marvelous, as such attempts are so isolated as to be scarcely worth mentioning.

The indiscriminate granting of appeals from judgments of police courts and magistrates after the subject has been only in custody for a few weeks, by judges of courts of record is wrong and should be remedied by legislation. In each instance bail is furnished and two evils result: companions in the institutions are no longer content, and hope is aroused for release in a similar manner, and the one released goes back to the paths of error. The appeal is never again heard of and all chances of accomplishing e are obliterated.

There should be perfect accord between the executive head and all subordinates. It will be readily perceived by inmates by intuition, when not suspected, and the subordinate who is faithless to superiors will cultivate the same deceit in those under her charge.

To arouse the good and the gentle in nature will kindle the fire of love in the soul and bring it home to God: when this is done, all has been accomplished.

CHAIRMAN SCOTT: We seem to have gotten on a West Shore schedule, and are a little behind time; but there will be a few minutes further discussion on this paper.

DR. SAMUEL J. BARROWS: This morning the lady with whom I was talking in one of your hospitable homes in Rochester showed me a program calling attention to the fact that Colonel Scott was put down as ex-superintendent of the Elmira Reformatory. I could not understand what the "ex" meant. Afterward, on reflection, I agreed that the "ex" was for excellent or extraordinary, both which meanings I accept. On this program for to-day they have left off the "ex."

I do not wish to criticize the paper this morning, and yet there is one omission that I should like to see supplied in the record and that is in relation to Napanoch. It should be stated that Colonel Scott is the Superintendent of both institutions. It did not appear in the paper. It is an interesting and important fact to the State of New York that his personality which is so large and his modesty, which is as large as his personality, are to be extended over both of these institutions. We now have about 600 of these young men yearly coming down to us to New York City in the care of the Prison Association, and we know what it means for them to have been under the reformatory influence of Elmira and to have felt the personal influence of Colonel Scott. That personal influence is felt throughout all that institution. They come to us and say what a grand man Colonel Scott is.

CHAIRMAN SCOTT: Dr. Barrows will please speak to the subject of the paper.

DR. BARROWS: I am speaking to the paper; I am amending it.

I want to speak now on another aspect of this paper. I was a member of the committee appointed at the Buffalo conference in regard to a reformatory for misdemeanants. The committee of which Attorney-General Mayer was chairman found it was not advisable to try to get through two bills in the Legislature, one



for a reformatory in New York City and the other for misdemeanants throughout the State. We saw it could not be accomplished, and we said "Well, we will take Hart's Island as a nucleus for New York City." The bill was passed and the institution launched; it is not full rigged; but the beginning has been made.

Now, that committee has not been continued, but I think something should be done. A committee should be appointed or some action should be taken to bring to bear at Albany the moral conviction of this conference in reference to this matter.

Dr. Raymond said we must bring our attention to bear on individuals; Mr. McLaughlin has called attention to these 35,000 young men not provided with reformatory treatment; 5,000 of them being under the age of 21. That is the statistical side, and it does not make the impression upon you that it would if you had gone to one of our jails in New York State a few months ago and seen a young man there 19 years of age sentenced to that jail for one year. What does that mean? It means he gets up in the morning about when he pleases; that he will have something given to him for his breakfast; that he can then walk in the corridor a little while, not in the open air though; he can then go back into his cell and he can read and play cards, and he can have his dinner at noon and then walk up and down the corridor in the afternoon and mingle with older criminals, and learn more about crime than he knew before. That goes on day after day, and at the end of the time he comes out, and before long he is again indicted and sent to that jail.

I have obtained the figures as to the days of idleness in some of our penal institutions last year, and it amounted to 375,000 days of idleness in the jails of the State of New York. That is a frightful indictment, and I think this conference should take hold of the subject which was started at Buffalo and provide means for making the conscience and intelligence of this conference felt at Albany, so that this stigma upon the name of our State may be removed.

MR. LONG: Mr. Chairman, I believe in harmony if it does not jeopardize the good cause; but I fear there has been a little too much harmony in this convention for the good of this cause in which we are all so much interested. The State of New York assumes to provide for the insane and criminal, the idiots and feeble-minded women and children and epileptics.

Does it do so? So far as the criminals and the insane are concerned, yes. So far as the idiots and the feeble-minded women and the epileptics are concerned, no. Why not? I think Colonel Scott's report is an answer to that question. If my memory serves me rightly he stated there were over 1,400 in the Elmira Reformatory at the present time and that the capacity was a little over 1,200. What does that show? It shows this: That Colonel Scott is at the Elmira Reformatory for the purpose of receiving persons committed to his care and to provide for them, and when a commitment comes to him properly signed, he must accept the person and provide for him.

Now when the State authorities or the legislators come to that institution the Colonel has an object lesson for them. He says: "I have two hundred more people here than I have room provided for." What is the result? The legislators immediately provide for more room. The same is true of our insane asylums and our State prisons. I assume there is room for 3,000 at Poughkeepsie for the insane. Now why are not the idiots and feeble-minded women and epileptics provided for in the same way? Simply this: There is a little joker in the law which gives the commission power to say who they shall and who they shall not receive, and when we commit persons to that institution—or rather when we send application blanks to those institutions, when they come back, if they are proper persons, we are informed that they have no room.

Mark the difference between the Colonel's report and Dr. Spratling's statement of last night. Dr. Spratling said we have applications for more than a thousand more than we have room for. He did not say how many were in the institution. If he had said that: We have 600 applicants and we have 600 in the institution that would have conveyed some information. What an object lesson that would have been when the speaker of the Assembly goes there on Friday. What an object lesson it would have been if he could have said there are 800 inmates and we have only room for 600. Do you think under those circumstances the Legislature would be in session 24 hours before it would make an appropriation for more room? There is too much authority given to these commissions, and they do not handle the questions the same as it is handled by the reformatories and by our penal institutions. Get at the facts. Let us consider this matter carefully and then go to the Legislature and show to it that we need more room for these inmates, and we will receive it.

When we go to the Legislature now, the Legislature says "You need more room, you say. Why do you need more? Your institutions are not overcrowded." We say, well, we have applications. They say, yes; but they are being provided for now in almshouses and other institutions.

Let us show to the Legislature that we have the people already in our hands to be cared for and the Legislature will care for them.

JUDGE LEWIS: Miss Davis has commented upon the prevalent public misunderstanding concerning the objects and methods of the treatment of young women in institutions similar to her own, and I am able to supplement her statement by my own experiences with a series of magistrates with whom I have come in contact from time to time. Many judges are extremely unwilling to commit girls to these institutions. They say: "The young woman must have a chance to live her own life and get a husband while she is young, and when you get her and keep her in custody for two or three years, she loses her chance to get married and grows up to be an old maid." Their idea is that restraint has no other purpose than punishment, and that the proper thing is twenty or thirty days in a penitentiary. Some of these same judges would gladly substitute the old idea of the stocks or a ducking stool for such cases. Their minds are impervious to the idea of training the girl to become a decent, self-supporting member of society.

It is the duty of the members of this conference to try and enlighten the magistrates upon these subjects.

Miss Davis has expressed a doubt as to the utility of the probation system in the case of girl offenders.

Having had a large experience and acquired a considerable degree of familiarity with the workings of the probation system, I wish to state most emphatically my conviction, that in the matter of the treatment suitable for girls between twelve and sixteen years of age, the probation system is rank nonsense. The number of girls who can be reached and benefited by probation measures is so small as to be a negligible quantity.

When a young girl gets so far away from her mother or her home restraints as to be dragged into court on a charge of truancy, associating with immoral persons, or any of the numerous offenses under the head of disorderly conduct, you will find that she is one who wanders about nights and has reached a much lower level of ~~fact~~ <sup>fact</sup> than usually appears from the circumstances of the par-

ticular offense urged against her. Place her on probation and she may appear from time to time before the lady to whom she has been assigned, but that means in her case nothing at all.

A few months later she may be brought in again and paroled again, but is likely to disappear from home after the second appearance.

A few months later she is likely to be picked up in a moral and physical condition of hopeless ruin, a complete derelict.

Dr. SPRATLING: Mr. Long was good enough to refer to some remarks I made last night, and I wish to apologize for not telling him at that time that there are now 1,050 patients in the Craig Colony for Epileptics at Sonyea, and about 1,000 applications on file.

He also spoke of the fact that the commissioners, I do not know just what commissioners he referred to, that the commissioners and the legislators would readily grant any charitable institution any money that it might ask for. Mr. Long's statement leads me to wonder if he has ever tried to get very many large appropriations from the State.

CHAIRMAN SCOTT: The next in order is a paper on the "Juvenile Delinquent," by Professor Briggs.

THE JUVENILE DELINQUENT, BY PROFESSOR F. H. BRIGGS. .

Since the first House of Refuge for delinquent boys was established in the city of Boston by philanthropic gentlemen in 1824, thoughtful people of the northern part of the United States have given of their time and their means of endeavor, as far as possible, to cure the ills of juvenile delinquency by placing the delinquent in such surroundings as would best conduce to his moral and intellectual growth. How well or how poorly these efforts in the past have succeeded it is not important to discuss at length. Suffice it that the present generation has to provide for the care of juvenile delinquents in larger numbers than ever before, for I take it that while theoretically the delinquent is one who has been convicted by a court, all who violate the law are delinquents, just as much as though they had been haled before a court and sentence had been pronounced upon them.

Before this conference, on a former occasion, I urged that prevention and not cure should receive the emphasis of those who would be benefactors to their kind. As the matter is being managed at the present time we are simply curing or attempting to cure the cases that are already developed, instead of pursuing the

more logical and scientific course of preventing the disease. Fifty per cent. of juvenile delinquents are orphans or half orphans, as a result of death or the separation of parents, and in the case of forty per cent. more it will be found that intemperance or lack of mentality has prevented the care of the child necessary to properly train him for good citizenship, for delinquency is but misdirected effort, just as dirt is good material in the wrong place. The same enterprise and activity that prompt the boy to commit illegal acts, if rightly directed, would result in praiseworthy endeavor. To properly train and direct this native agency should be the aim of every institution caring for juvenile delinquents.

It is unfortunately true that some boys have been made worse by enforced association with other bad boys in institutions, that close confinement exerts an unfavorable influence upon their physical growth, that the occupations they are compelled to follow have not always been conducive to the development either of individuality or the manual skill necessary to enable them to earn a living when they return to the outside world, that the practice of providing everything for each inmate, without reference to the efforts put forth by him has had a numbing effect upon individual initiative, that accustomed daily and hourly to commands as to what to do next and how to do it, they come to be very largely automatons, requiring constant oversight and direction.

The State of New York is, at the present time, through the board of managers of the State Agricultural and Industrial School, endeavoring to create a new institution in which all these evils may be minimized if not entirely obliterated. Hitherto on a tract of twelve acres, enclosed by a high stone wall, from 550 to 800 boys have been confined. They have been subjected to the closest possible surveillance, twenty-four hours of the day, 365 days out of the year. As perfect a military system as could be devised has been in force to develop them physically and teach them obedience, orderliness and proper care of themselves and their belongings. A system of manual training and trade instruction was provided, and their common school training was entrusted to the care of a corps of carefully trained, able and experienced teachers. Their religious welfare has been zealously cared for by devoted chaplains, and yet in spite of all this it is to be confessed that a great many boys have gone forth from these surroundings lacking that inner motive that impels the individual to correct living and makes of him a decent citizen. In its endeavor to better these conditions, the

State has purchased a tract of a little more than 1,400 acres of land, twelve miles south of the city of Rochester, in the justly famed and fertile valley of the Genesee. Here along the eastern bank of the river on beautiful rolling uplands, homes are being erected where the boys may live in all the freedom and enjoyment of country life. In planning these homes every effort has been made to make them homelike so that there may be no feeling on the part of the boys that they are in an institution. At the city institution all the buildings save the hospital, aggregating about thirteen acres of floor space, are located within the walled enclosure twelve acres in extent. At the new institution, the buildings for the accommodation of the boys are widely scattered over several hundred acres, the cottages at the two extremes being two and a half miles distant from each other. At the city school, a boy's horizon has been the line where the top of the high stone wall seems to meet the sky. At the new institution the walls are conspicuous only by their absence, and the boy may look out in all directions over smiling valleys to the tops of God's beautiful hills so far away that vision ends in haze before his sight catches the horizon line. In the city institution, as many as 235 boys have lived in a building 150 feet long and 42 feet wide, and their work and recreation have been confined within the limits of a space 200 feet by 400 feet. At the new institution only twenty-five boys will live in a cottage which is placed at a minimum distance of 400 feet from every other cottage, and in many instances is distant not less than 1,000 feet. At the city institution all the boys have lived in four great groups, at the new institution they will live in at least twenty-two groups. At the city no stock has been kept, except a few horses. At the new institution each of the farms into which the whole tract is divided, will be provided with horses, cattle, sheep, swine and poultry, the care of which exerts a beneficial influence upon the character of boys.

This new institution, as projected, differs from other cottage plan institutions in that the cottages in which the boys of other institutions live are placed much more closely together on a comparatively small plot of ground. The food is usually cooked in a central kitchen for all of the officers and inmates, then distributed on to the different cottages. The boys living in are assigned to shops or squads with the boys of is same rule also is followed in the school work. Stock is housed in a central barn and associated

buildings, and only a small proportion of the boys of the institution have the privilege of caring for this stock.

The general plan of the new institution embraces two distinct sets of colonies; farm and industrial. The tract of land on which the institution is located is nearly three and a half miles in length. Near the center of this, the industrial building, which by the way is not yet erected, is to be placed. In this building space will be provided for laundering, blacksmithing, painting, carpentry, masonry, printing, tailoring, shoemaking, and doubtless some others. Situated near this industrial building there will be a grist mill, creamery or dairy building, fruit evaporator, cold storage plant, bakery and store room, and remote from other buildings a slaughter house. About the place where this industrial building is to be built are located cottages in which the boys who work in the industrial building will make their home. It is expected that these industrial cottages will be colonized by the tougher, less hopeful class of boys committed to the institution. Closer supervision will be maintained in the case of these than in that of the others.

On either side of this group of industrial colonies are located the farm colonies, to each of which is assigned the cultivation of a farm of at least fifty acres, in some instances more than fifty, especially in the case of colonies of larger boys. The boys living in these farm colonies are accorded the greatest possible freedom. While they may not leave their own farm without permission, within the limits of that farm they come and go as do the boys at home. A boy with a team may be working at a distance from the supervisor and the other boys of the colony, he may go to mill, to the blacksmith shop or elsewhere. A group of boys may be sent to a distance from the cottage to do needed farm or other work. In connection with each farm cottage is a barn having accommodations for eight head of cattle, three horses and a dozen sheep. It has its own tool room, hay loft, and grain bin. Besides the barn there will be a hennery and piggery connected with each farm. Orchards have been set out which contain all kinds of orchard fruit that can be grown in this latitude, together with the necessary small fruits, for the supply of a family of twenty-seven. Each colony also has its own garden, where an opportunity is afforded for the production of all kinds of garden vegetables. It will be readily understood that under such conditions wh  
or of the boys practically results in supplying

their own food, much richer, purer, more diversified dietary can be provided. When each colony produces its own milk, butter, cheese, beef, pork and mutton, its fruits and garden products, the boys domiciled there may live on the fat of the land, and only their own neglect or laziness may say them nay.

It is at once evident that this organization of the institution tends to develop the idea of colony responsibility and possession, and has the effect of arousing and holding the interest of the boys in their home. In effect each colony constitutes almost an entirely separate institution under one general management.

In classifying the boys at the new institution, they are first divided into two groups, puberty being the dividing line. Experience has proved that it is unwise for the two classes thus indicated to mingle. Boys under that age require different management, are susceptible to different incentives, and should be separated from those that have passed that stage of their development. These two general groups are subdivided on the basis of mentality. A great many dull and underwitted boys are committed to institutions for delinquents who are really proper subjects for custodial care of an institution for the feeble-minded or idiotic, but who have been committed by the courts as delinquents because of some offense against the laws, and it is unfortunate for boys of this class to be associated with those who are brighter; unfortunate for both classes, because the bright boys prey upon the dull ones and will cause them to commit offenses which the bright ones hesitate to commit, because they realize the consequence. The bright boys are again subdivided so as to place by themselves the natural leaders. All these classes above mentioned being in turn divided into groups of twenty-five on the basis of their moral character and in the assignment to cottages, boys of essentially the same moral status will be placed together, due regard being had to physical size, thus preventing very large boys from associating with those who are much smaller, experience having shown such associations to be unfortunate. Under this system the evils arising from the coming together of boys of all degrees of moral depravity are avoided, and all the boys living in a cottage are brought under the influence of the supervisor and matron, who have charge of the cottage in which they live, without any of the distracting ascendancy of older or stronger minded boys. It is an undoubted fact that suggestion enters much more largely into character building than most of us are aware, and its potency has



not been recognized hitherto to the extent it should be, either in the church, the school or the institution. Few characters can withstand the effect of persistent evil suggestion, and fortunately very few can remain unmoved by the reiterated suggestion of right action. It is expected that supervisors and matrons will make use of this valuable agent, for the moral welfare of the twenty-five boys living in the home is in their keeping, and in this work with their boys every opportunity is afforded for the individuality of the supervisor and matron to manifest itself. They are unhampered by rules other than the most fundamental. Their importance in the eyes of the boys is enhanced as far as possible by the superintendent and managers, and that their influence is paramount and exerted in the right direction is apparent to every one at all intimately acquainted with the situation. The loyalty of the boys to their respective supervisors and matrons is very marked, the exceptions being only in cases where these officers have proven themselves unfit for the position they occupy.

In starting a new colony not more than five boys are sent at first, and after an opportunity has been given for the supervisor and matron to become acquainted with these and to get them wonted, other boys are sent by twos and threes, thus those who are first sent become the school master, so to speak, of those who come after and the atmosphere which is to characterize a new home becomes established, so that new boys coming, instantly feel its effect. The importance of this home atmosphere cannot be over-estimated. Not long since a new boy was sent to a colony which has been established nearly two years and supposing himself alone with several boys who had been at the farm for sometime said to them, "Did any boy ever skip from this farm?" "No, sir, if he'd ever try it, we'd fix him." This conversation was overheard by their teacher whose presence was unknown to the boys, and it correctly reflected the sentiment which characterizes that colony. As before intimated, the important feature here, as everywhere else, in the world, is the home.

These homes are light, airy, cheerful and homelike. For the boys' special use, there is a large sitting room with a fireplace where in the winter evenings they may enjoy the open fire. Here about large tables they may use their games and books when the day's work is done. The average boy who goes to an institution has led a life of more or less excitement, especially at night when upon the street with others of his like, he has been accustomed to

keeping officers of the law busy with his many escapades, or he has attended cheap shows or been in pool rooms, or other places disastrous to his morals. The contrast between an evening spent in this way and that spent about the sitting room fireplace is very marked and cannot fail to have an effect in the right direction upon the boy's character. Adjoining the sitting room, in each cottage, is a dining room in which the boys and the supervisor and matron have their meals at the same time, the officers having a separate table. Each cottage has its own kitchen and pantry. In the kitchen, with the exception of bread baking, all of the cooking for the boys and officers of the colony is done by the boys under the direction of the matron. Many of the boys under this instruction develop into excellent cooks. The advantages of the individual kitchen are many. In the first place it brings home to the boys of the colony the necessity of economy in the use of supplies. Once a month, all the supplies that the colony is to have for the month, are sent to it. If these supplies are wasted then they have fewer things to eat and no one is to blame, therefore, but themselves. The individual kitchen gives an opportunity for the matron and boys to exercise ingenuity in cooking the same materials in a variety of ways, thus adding materially to the attractiveness of the dietary. It is also possible to serve food in better condition where it is but a step from the range to the dining room.

Speaking of dietaries and cooking, much may be done through the influence of properly cooked and attractively served food to win the boy's good will, make him contented with his home and the willing subject of the influence of his supervisor and matron. The basement of each cottage is provided with a room which forms the main entrance for the boys and in which they leave their shoes, boots, overalls and other outer wraps, before going to the dining room or sitting room. The steam boiler with which each cottage is heated is also located in the basement as is the hot water tank and heater. The basement in addition affords ample room for storage purposes. The boys' dormitory is located on the second floor. It consists of one room in which all of the twenty-five boys sleep, in single beds. A letter from a gentleman interested in the welfare of boys reached me a week or so ago requesting that the matter of the care of boys at night whether in individual rooms or in an open dormitory might be discussed in this paper. There are some considerations that may seem to indicate that the individual rooms are desirable, among them being greater privacy, the possibility of holding the person responsible for the condition of

his own room, and doubtless others which do not occur to my mind, on the other hand the opportunity for boys to get together away from the gaze and knowledge of the others, the chance of vicious practices, the greater expense of construction, heating, lighting and repair are all serious disadvantages, while the open dormitory is free from these objections. It is proper to state that these conclusions are not the result of theory, but the outcome of an institution experience with both kinds of dormitories. For ten years at the State Industrial School in this city, a dormitory with individual rooms was occupied by an average of nearly one hundred and fifty boys, and while only the best of the boys above the age of puberty were domiciled in this building, it is a fact that two night watchmen did not and could not prevent the practice of immorality and other evil and filthy habits to an unfortunate extent. It may be that with a different class of boys, the advantages of an individual room may overcome its disadvantages, but I am certain beyond all shadow of a doubt that for the class of boys sent to the State Agricultural and Industrial School, that in view of the kind of homes from which they came, the individual room would be the greatest mistake that could be made. The second floor of each cottage, in addition to the dormitory, also has rooms for the clothing of the boys, and stores of bedding, and a bath and toilet room equipped with shower bath, lavatories and closets.

The erection of these cottages marks a distinct departure from institutions built heretofore. Cottages in institutions throughout the State and the United States have cost anywhere from \$17,000 to \$90,000 each, while the cottages at Rush cost not to exceed \$7,500 each. One criticism that has hitherto been made against institutions, State institutions especially, is that they build so expensively and house the wards of the State in buildings that only millionaires can afford to build for private use. An instance is cited where \$135,000 was expended in the erection of a building that could not house, without crowding, more than 125 inmates with their officers. It is an elegant building and challenges the admiration of those who see it, yet the fact remains that those who were housed there, never have been, and never could hope to be housed so expensively anywhere else, and it does not seem that those who have violated the law and have, for that reason, been placed in the custody of the authorities should be better housed and cared for than the average citizen who obeys faithfully the laws of his State and earns his own daily bread by the sweat of his brow.

As heretofore indicated, the employment of all the boys of the institution, aside from those who live in the industrial group, is agriculture. Manual training in the broad sense is the training of the muscular system to obey the will through the medium of exercise applied to the use of tools, the general acceptance being the use of mechanics' tools, but the use of farming tools requires equally as much skill. One has but to witness the efforts of the city boy who knows nothing about farming, even though he has had the manual training of the schools, when he attempts to handle any of the agricultural implements, to become convinced of this fact. One of the vital elements in the performance of any labor is that of interest, and the interest increases as the use to which the result of the labor is to be put is understood and the relation which the product is to bear to the individual is known. Instances are not rare where men have been hired for the sake of giving them employment and have been set to move a pile of stones to a given place and then have been told to put the stones back where they found them, and have thrown up the job in disgust, because they could not see the use of it. This is one reason why so much of the manual training as done by institution boys is not done with greater interest, because they realize that the object made will find its end in the kindling wood or the scrap heap. With the farm work the boy sees the object of each act required of him. He knows why he milks the cow, and he knows the more carefully he milks her and tends her, the more milk he will have for the use of himself and his fellows. Each advancing day of the season brings some new phase of the work and with the newness comes added interest. Through the growing season he is anxious that the crops which he is helping cultivate shall be just as well tilled and shall yield just as bountifully as do the crops of the colonies by which he is surrounded. The hatching of a brood of chickens in an incubator is an event to which all the boys of the colony look forward with the greatest interest. The advent of a colt or a calf is a news item which they all are eager to report to the teacher or the superintendent. The trees by which they are surrounded give them shade, and in autumn give them supplies of hickory nuts, butter nuts and walnuts. The pigeons that inhabit their barns, the pheasants that frequent their fields all furnish healthful, helpful thought, and fill their minds to the exclusion of the thoughts that formerly occupied them.

School instruction is provided by teachers who go to each cottage, one teacher having charge of the school work

colonies; going to one in the morning and to the other in the afternoon. A special teacher of drawing and one of vocal music will go to each cottage in turn for one lesson per week. The question may be asked, can as efficient work be done under these conditions as could be done where there is a school building to which all the boys might go and there be graded as is done in the outside graded schools? The answer is, that so far, the boys at the new institution have made more progress in their school work than have the boys at the city institution under a carefully graded school system. The work now done is very largely individual, and the teacher through the less formal character of her school is enabled to bring her personal influence to bear more strongly upon each boy than she would be were the boys brought together in a central school building. The assembling of the boys in such a school building and dividing those belonging to each colony up among the different school grades to which they would naturally be assigned, would render possible the association of those whom it is very important should be kept apart, thereby subjecting the comparatively good to the malign influence of the corrupt and depraved, and I firmly believe that the advantages of the present system greatly outweigh the disadvantages; for the man who is a good citizen, obeying the laws and respecting his neighbor's property rights, but is poorly educated, is a much more valuable member of any community than is the highly educated man who uses his disciplined intellectual powers to circumvent the laws of the State and deprive his neighbor of that which justly belongs to him. Education of itself cannot develop right character nor instill right motives. The moral nature must be roused, stimulated and fortified against evil, if the individual is to be anything but a curse to the community in which he lives.

The boys at each cottage have the use of books sent out by the State Circulating Library, and these are changed as often as it is necessary to keep them provided with fresh, entertaining reading matter. Steps are being taken to introduce the reading courses for farmers and farmers' wives, as provided by the Cornell Agricultural College, and the college supervisor of each of these courses has very generously consented to come to the institution monthly to encourage and instruct the supervisors and matrons in the work of scientific agriculture. At the same time Prof. Spencer, the "Uncle John" of thousands of boys and girls throughout the State, has undertaken to adapt the lessons in agriculture for

adults, to the capacity of the boys, who look forward to his monthly visits as an event of their lives.

Mention has already been made of the presence in each cottage of checkers, dominoes, crokinole, authors and other games that delight the boys and serve to make the evenings, in their pleasant sitting room, a means of developing right habits. Who is there who has been so fortunate as to have spent his or her own childhood in a comfortable country home, who can forget the pleasure of an evening around the home fireside, with books and games and nuts and apples to speed away the hours till bed time, which came all too soon. Such an one cannot fail to recognize that in such surroundings there developed resources within his soul that make him independent of his immediate environment for his sources of happiness. Baseball in summer, foot ball in autumn, coasting in winter, all afford ample scope for wholesome sport and enjoyment, and leave no after taste of weakened intellect or tarnished morals.

The religious life of the boys is to be carefully looked after in the new institution. Appropriations have been secured from the Legislature, and contracts have been let for the erection of two chapels, one for the Protestant and the other for the Catholic boys, and here, as at the city school, chaplains will devote their time to an endeavor to uplift the moral natures of the boys.

An assembly hall has been projected in which entertainments will be frequently held for the amusement and moral elevation of the boys.

On the southern and eastern slope of a hill has been built a beautiful hospital, costing but \$15,000, from whose ample windows may be seen prospects that delight the eye in whatever direction it may turn, and where it would hardly seem necessary for the restoration of health, that the skillful physician and careful well-trained nurse should be present.

When a newly-committed boy is received at the institution, he will go first to the hospital, where after a bath and careful physical examination by the physician, he will remain under the care of a skilled, experienced, sympathetic man, who will endeavor to secure the boy's confidence and learn very thoroughly all about him. While at the hospital he will be visited by the superintendent, the assistant superintendent and the superintendent of schools, each separately. During these visits each of these officers will endeavor to get as well acquainted with the boy as possible. Afterward the

officers, together with the physician and officers in charge of the boy, will meet together and compare notes, and as a result of their deliberation the boy will be assigned to his proper colony. In all this preliminary work an effort will be made to reach the boy and to lead him to realize that all the institution desires is to help him to be better, but unless he himself desires to be better the case is hopeless, and with this thought uppermost in his mind he will be sent to the colony where he is to make his home for a longer or shorter period.

Upon the supervisor and matron of each colony rests a great responsibility. With them very largely lies the power to determine whether the boy's stay in the institution shall be one of great improvement and healthful growth that shall send him out better fortified than ever before to meet life's temptations, or unimproved, and therefore, weaker. The personal attachment that has characterized the relation between so many of the boys and their supervisor and matron shows the possibility of the work these officers may do. It is far from unusual to see tears standing in the eyes of both matron and boy when he says good-bye as he starts for home, and the many letters that come back to the colony home from the boys who have left there, speak in no uncertain way of the influence that has entered into the lives of the writers.

Repression as a reformatory measure is powerless. It may serve to curb strong wills and compel obedience, while the subject is within the sphere of action of the one in authority, but it cannot supply the motive nor the desire for right actions and right living without which these two much desired results can never be attained. It is only when a boy lives a natural life where his impulses transmuted into action are observed by thoughtful men and women who have the boy's interest at heart, who when wrong motives manifest themselves, kindly and earnestly show the boy where he is wrong and the result which must follow from the wrongdoing, and impose the penalty for the wrongdoing that shall stamp their disapproval upon it, only under such conditions can there be that kind of character growth that makes the desirable citizen. This will be the keynote of the discipline at the new institution. Those who respond least readily will have to remain the longest, the most severe punishment that can be inflicted; and deprivation of the privileges of visits and corresponding with friends or participating in games will be other forms of expressing the disapproval of supervisor and matron.

The new institution is not yet an accomplished fact, not half of the boys are yet living there, not all of the buildings are yet ready for occupancy, and some buildings remain yet to be erected. During the spring and summer of 1904, the State came into possession of the land that now forms the site of the new institution. Eleven parcels owned by different parties were purchased; eight of these had farm buildings upon them, in only one instance did the owner occupy his farm at the time of purchase. With this exception the farm buildings, broadly speaking, were out of repair, and some of them were in the last stages of dilapidation. The first year five colonies were established in the homes of as many different farms, and the task of converting a tract of land into a new institution was begun. Teams, harnesses, wagons, agricultural implements, seeds, all had to be secured; stables had to be provided for the dairy that was to be; windmills and water tanks had to be erected, while the work of the city institution was continued. Dairy cows were purchased in the middle of the year and on the first of October the boys living on the farms began to supply the city institution with one-half its milk. In the spring of 1905, three other farm houses were occupied by colonies, and the work of farming and getting old buildings into presentable condition was continued. The task alone of transporting supplies and material from the city school to the new institution, twelve miles away, is not a light one. Through the long, hot days of summer, drenching rains of autumn, the zero blasts of winter and the bottomless mud of spring, the institution teams have gone to and fro, between Rochester and Rush taking to the country, boys with their bundles of clothing, blankets, furniture, table linen, dishes, material for building, food supplies daily, clean laundry, and bringing back to the city the farm products for the use of the institution. Let no one assume that the transition from the old institution to the new one has been easy or that the path of progress has been strewn with flowers. Thorns have, indeed, beset the path, and there have been lions in the way, the project itself has been misunderstood, and many have characterized as folly, the attempt to care for delinquent boys, whom they have pleased to call convicts, upon a farm in the open country, while others have assumed that because a large tract of land was purchased that the State was going into the business of farming, having the work done by boys instead of hired men, losing sight of the fact that the only excuse that the State has to offer for taking these boys under



its control, is that it seeks to give them a better environment and better training than it was possible for them to receive under the conditions in which they were living before their commitment. The State bought a large farm so that it could place, in widely separated groups, boys who under close association would exert an evil influence upon each other. It bought a large farm that all feeling of physical restraint on the part of boys whom it was seeking to train to useful lives might be eliminated, so that instead of feeling themselves prisoners in the care of jailers, they might feel that they were pupils living with those who had no other feeling toward them than to do them good. It bought a large tract of land because experience has shown that country life is the very best kind of life for growing boys. The mere matter of farming is simply incidental to the endeavor that is being made to make men.

A year before the State took possession of the farms that now constitute the new institution, according to the statement of the owners from whom the land was purchased, agricultural products to the value of \$20,000 were raised. During the past year ending September 30th, with only about one-fourth of the boys of the institution living on these farms, their farm labor resulted in products amounting to more than \$23,000, besides the thousands of dollars worth of excavating, grading, repairing old buildings, building new ones and hauling material which they accomplished, but if the farm products had not amounted to 23,000 cents, and their labor in other regards had been a mere bagatelle, the number of lives that have already been made better by living out on the farm, to say nothing of the hundreds of lives that are to have the benefit of its freedom and its training, mark it as a wise investment for the State of New York.

CHAIRMAN SCOTT: The discussion of the paper will be opened by Mr. Joseph P. Byers, of the House of Refuge, on Randall's Island.

MR. JOSEPH P. BYERS: Mr. Chairman, ladies and gentlemen. Professor Briggs said that in my discussion of this paper I might discuss it or cuss it. I do not find anything in it to cuss. Mr. Briggs has presented a very alluring program, one which I wish he might have initiated ten years ago that we might have the benefit of his experiments,—as part of Prof. Briggs' program is experimental, and we might have the benefit of his experiments on this work; but Prof. Briggs will hardly be started

in his new institution before we at Randall's Island will be erecting buildings on the new site not yet selected for the New York State Training School for Boys. I think Prof. Briggs in his first sentence makes an unintentional misstatement. I believe the New York House of Refuge was the first House of Refuge, and not the House of Refuge in Boston. If we were the first, we want to have the credit for it.

I will not take exception to any statement of Prof. Briggs' report with this possible exception: It is an open question in my mind between the dormitory and the single room. I concede what Prof. Briggs says as to the cost of construction in the single rooms of the cottage. I concede that in the old room we had at Randall's Island, that the dormitory is preferable to the cells. We have the old dormitory and the 268 cells, but the dormitories are too large. But whether large or small the boys must be supervised in the dormitories. I believe it is unsafe to have two or more boys in a dormitory without some supervision. I think a great deal is to be gained by having a room which the boy can call his own, which is well lighted and ventilated; and where he can have some time to himself.

On Randall's Island there is not an hour of the day when a boy can go off by himself and think, and we are trying to get our boys to thinking, as a boy that is thinking is nearly ready to go out for himself. The single room has many qualities that make it preferable to the dormitory. In the dormitory we must depend upon the constant vigilance and alertness of the officers to detect anything wrong in the conduct of the boys, and there is a tendency among the boys we get, at all hours of the night to have something going on that is wrong.

Prof. Briggs recommends the importance of efficient and sympathetic officers. Without such a group of officers we might as well close up the shop. At Randall's Island we have a monthly conference between all of the officers and employees with the superintendent. We have a marking system which makes it necessary for every officer to study the boy as an individual, because every officer, no matter whether he or she works with one or with twenty boys is required monthly to rate each boy upon his work; not so much upon the output, but upon the effort he has put into his work, grading them "Good," "Fair," "Poor" or "Bad," as the case may be.

I have one from the scholastic department, one from the dis-

ciplinary department, one from the industrial department and one from the military department. I have encouraged the officers to bring special cases to me. I encourage this personal contact of the boy with the officer and with the superintendent, as nearly as possible. Prof. Briggs did not touch at all upon the most important work with the juvenile delinquent. To my mind the work of the institution is but the first chapter; the rest of the book is taken up with after-supervision of the boys after they leave the institution. That is the most important part of the work connected with the treatment of these children. We require a monthly report; we visit the boys, and under the new system which we have at Randall's Island we find seventy-five per cent. are doing well or beyond.

MR. McLAUGHLIN: Mr. Chairman, I should like to offer the following resolution:

Resolved, That a committee of seven be appointed by the president to continue the effort undertaken by this conference at Buffalo for the establishment of a State reformatory for misdemeanants.

PRESIDENT MABON: There not being time for discussion of that resolution I will put the question at once; all in favor say Aye, contrary No. It seems to be carried. It is carried.

## SIXTH SESSION.

*Thursday Afternoon, November 15, 1906.*

CHAIRMAN RUSSELL: Ladies and Gentlemen, I understand there is no general business to be brought before the conference this afternoon, and also that it is necessary to adjourn promptly at 4 o'clock; so I will at once proceed with the reading of the report of the committee on the Study and Care of the Defective.

### REPORT OF THE COMMITTEE ON THE STUDY AND CARE OF THE DEFECTIVE, BY DR. WILLIAM L. RUSSELL.

Mr. President, Ladies and Gentlemen: The report of the committee on the defective relates to the insane, the feeble-minded and the epileptic. As you are aware, the laws of the State contemplate that all the dependent of these classes shall be cared for

by the State, and to this end fifteen hospitals for the insane, three institutions for the feeble-minded, and one for the epileptic have thus far been established. Statistics furnished by the courtesy of the State Commission in Lunacy and the State Board of Charities show that on September 30th last, there were in these institutions 30,231 inmates, of whom 27,317 were in the State hospitals, 1,879 in the institutions for the feeble-minded and 1,035 at the Craig Colony for Epileptics.

**THE INSANE:** Two of the hospitals for the insane are for criminals, and are under the Prison Department. They accommodate about 950 patients. The remaining thirteen are under the direction of boards of managers, with general supervision and financial control by the State Commission in Lunacy. On September 30th last, the total population of these hospitals was 26,357, while the accommodations were apparently adequate for only 25,537. The last report of the commission to the Legislature shows clearly that this inadequacy is recognized, and that efforts are being made to overcome the excessive crowding which is so detrimental to the comfort and welfare of the patients. During the last fiscal year additional accommodations for about 1,100 patients have been obtained by the enlargement of several of the hospitals, and it is expected that accommodations for about 2,400 more will become available during the present year. The task of providing for the great numbers of insane persons of whom the State assumed the care a few years ago has seemed unending, and it is gratifying to read in the commission's report that, when all accommodations under construction are completed, "no concern need be felt as to any deficiency in accommodations in any part of the State north of Westchester county." It is in the metropolitan district that the greatest crowding exists, and the hospitals of this district are, with the exception of that at Flatbush, which is scarcely capable of enlargement, already so large as to be in danger of becoming unwieldy. Unfortunately, too, the situation is complicated by the fact that the Ward's Island property, occupied by the Manhattan State Hospital, is leased from the city, and that the lease will expire in 1911. At the close of the last fiscal year the number of patients in the four hospitals to which the insane of the metropolitan district are sent, was 12,072, while the accommodations were rated as sufficient for only 10,305. There are already about 2,000 patients belonging to this district in hospitals in other parts of the State to which they have from time to time been transferred.

The transfer of patients to distant points is, however, expensive, complicated, and in many instances attended with discomfort and unhappiness to patients and their friends, and is inadvisable except as to temporary expedient to relieve excessive crowding. The commission advises that if the Ward's Island property must be given up to the city in 1911, it is none too early to begin preparations for other provisions for the insane of the district. To your committee this seems a matter of first importance, which should engage the attention of all interested in the care of the insane. Even if the Ward's Island property is retained, a new institution seems necessary, as during the five years which must elapse before it could be ready for occupation, about 2,000 additional patients will probably accumulate. The expenditure involved will be very great, and to be rightly settled, questions relating to the number, size and site of new institutions must receive thoughtful consideration and close attention. The accommodations in other parts of the State seem, on the whole, to be ample for the present needs of the insane of those parts. As long, however, as the situation remains complicated by conditions in the metropolitan district, and the pressing demand for means to relieve crowding, and to provide accommodations in place of buildings temporarily occupied continues to require so much study and expenditure, a thoroughly efficient and comprehensive policy of development of State care of the insane can hardly be worked out.

The only change of importance in the management of the State hospitals made during the year, was the appointment of a general treasurer in the office of the commission to relieve the superintendents of the responsibilities and work of acting as treasurers of the different hospitals. No measure of special significance to the care of the insane passed the last Legislature. To meet the advance in expense of construction the limit of per capita cost of new buildings was raised from \$400 to \$500 exclusive of furnishing. The Insanity Law was amended so as to enable the commission to grant to religious bodies sites for the erection, on the grounds of the hospitals, of chapels for the exclusive use of the patients and employees. Following a successful effort to secure a flat increase in wages, by direct appeal to a former Legislature, the employees of the hospitals, last winter, made a similar appeal for regulation of the hours of labor. In the United States government departments such appeals have been forbidden by executive order of the President. While freely admitting that the interests of the em-

ployees should receive just and liberal consideration, and that an opportunity to present their difficulties to the proper authorities should be furnished them, it must be apparent that such matters can be more equitably adjusted by the executives of the State and the department, and that direct appeals to the Legislature tend to undermine discipline and good administration, and in the present instance savor too much of the introduction of politics into the State care of the insane to be wholesome.

**THE FEEBLE-MINDED:** It appears from a special report issued recently by the United States Census Bureau that, throughout the country, "the existing provisions for the institutional care of the feeble-minded are, on the whole, less adequate than those for the other defective classes." In this State conditions are indeed better than in some other sections of the country, but they are, nevertheless, not satisfactory. The three State institutions accommodate about 1,950. The school for children at Syracuse provides for 546, the asylum for women at Newark for 650, and the Rome institution for 750. Many are, however, still kept in almshouses and other local institutions, and it is estimated by the State Board of Charities that not less than 800 are at large. Altogether, there are fully 2,500 feeble-minded persons in need of the institutional treatment contemplated by the State laws, for whom no provision has yet been made by the State. To whom the responsibility for this neglect belongs your committee is unable to state. The subject was discussed in the report of the Committee on the Defective of the Second State Conference of Charities and Correction in 1900 and was again referred to last year. Specific ways of meeting the requirements have also been recommended in the annual reports of the State Board of Charities. It is to be hoped that the problem will now be taken up in earnest, and the State made in this respect a much needed example to the rest of the country. The consequence of a policy of neglect and inefficiency cannot be discussed at length in this report. It is of no light significance, however, that about half of the feeble-minded women in the Newark institution had, previous to admission, been mothers, with an average of two children each, and that such family histories as the following actual instance are not infrequently met with in relation to patients admitted to the State hospitals: Boy, aged 15, suffering from marked weakness and disorder, one of a family of nine children, all of whom are mentally defective; a sister, the father, the paternal grandfather, a paternal aunt, all insane and

in State institutions, the mother feeble-minded. It is surely a short-sighted and inefficient policy which permits the Syracuse school for teachable feeble-minded children to turn from its doors hundreds of applicants for admission, while there remain within them over a hundred inmates who are incapable of further instruction or are otherwise unsuitable for the institution, but who cannot be disposed of because of lack of room in other State institutions. The many crimes committed by feeble-minded persons who should in early life have received special training, or have been permanently detained in proper institutions, are a sad commentary on such a policy. Many of the inmates of the Elmira Reformatory and not a few of those in the prisons are of this class. This aspect of the problem is receiving special attention in England, and during the past year a Royal Commission visited this country to study the methods employed here. It is not creditable to us that they found, in this State, so much left undone.

**THE EPILEPTIC:** The Craig Colony for Epileptics was established in 1894, and has steadily grown until it now accommodates more than 1,000. Even with this capacity, however, there are still 300 epileptics in almshouses, and, according to the State Board of Charities, 800, presumably of the class requiring institutional care, at large. Conditions relating to the epileptics are, therefore, apparently similar to those discussed in relation to the feeble-minded.

To meet these conditions, accommodations for 360 are now under construction at the institutions for the feeble-minded, and accommodations for 200 at the Craig Colony. These, however, will do little toward providing for those improperly detained in almshouses and at large. The plan recommended by the State Board of Charities is the immediate enlargement of the Newark institution so as to accommodate all the feeble-minded women in need of special care, and a similar enlargement of the Rome institution for the males, the school at Syracuse being devoted to the teachable feeble-minded children of both sexes. Considering the increasing numbers, and the limit of efficiency in the size of institutions, it would seem desirable to consider also the establishment of a new institution. For the epileptic the Board recommends the establishment of a new institution within easy reach of New York. This harmonizes with the plea, made by the superintendent of Craig Colony in his last report, for the limitation of the Colony to 1,200 or 1,400 patients. It would, indeed, be un-

fortunate and short sighted if the usefulness of this Colony were to be impaired by a sacrifice of efficiency to a demand for a cheap way of providing for mere numbers.

#### INCREASE IN THE NUMBER OF DEFECTIVES.

As such a large proportion of the feeble-minded and epileptic are outside of institutions, no accurate enumeration of these classes has been made. The United States census statistics refer only to inmates of institutions. It is difficult, therefore, to obtain data from which to draw conclusions in regard to the relative increase of these classes to the increase in population. The statistics in regard to the insane are more satisfactory, a larger proportion of this class being in institutions. In this State the Commission in Lunacy's report shows a steadily increasing ratio of the committed insane to the population. When the State census was taken in 1892 the ratio was 1 to 377; in 1905, when the last census was taken it was 1 to 299. During the last fiscal year the net increase was 839. This is 294 more than the increase during the preceding year, and 113 more than the average yearly increase during the preceding five years. It is a still more significant fact that the number of cases admitted to the State hospitals by original commitment during the year, was 415 more than the number admitted during the previous year. The United States census reports show a similar increase for the whole country. In discussing the increase, the Commission in Lunacy's report lays special stress upon the bearing upon it of the influx of large numbers of predisposed or already insane immigrants. This is confirmed by the relatively larger proportion of foreign born among the inmates of the State hospitals than is to be found among the general population, and by the increase in this proportion. To control this influx of defectives from other countries, the United States laws provide for the deportation of those who, because of insanity or mental defect due to causes which existed prior to landing, became a public charge within two years. Under these laws 195 insane aliens and a number of feeble-minded aliens were turned over to the immigration authorities for deportation during the last fiscal year. One hundred and fifty insane aliens were also returned to their homes by the State or by friends. To prevent such persons from landing or even from leaving their homes would be a more effective and humane method. Realizing this, the Commission in Lunacy



has, for some years, urged that the inspection of immigrants for the discovery of mental disorders, should be more thorough, and three years ago, with a view of assisting the United States authorities at Ellis Island, the Legislature made provision for a State Board of Alienists. Though the services of this board have not been fully accepted at Ellis Island, the authorities there have been led to recognize the importance of the matter, and to adopt better methods. Specialists have been appointed in connection with the United States Marine Hospital Service, which has charge of the medical inspection of immigrants, and though the facilities and methods have not yet been perfected, many more cases of mental disorder are discovered than formerly. One of the results of the increasing numbers thus discovered and of the increasing deportation for the public institutions, is that the care of insane persons at Ellis Island and during the return to their homes has become a matter of some importance. This has been taken up by the State Charities Aid Association, and very interesting reference to it may be found in the last two reports of that organization. From what is stated in the last report, it appears that there are on Ellis Island no suitable quarters for insane persons, nor for suspects, no provision for constant medical supervision, and none for nursing by trained attendants either on the island or during the return home. It has been customary to leave these cases on board the ships, or among the other immigrants in the crowded quarters on the island; clumsily, and frequently no doubt, harshly dealt with as the ignorance or indifference of their inexperienced custodians may dictate, physicians being called only when such physical evidence of suffering or disease appears as the attendants can appreciate. Those deported are simply turned over to the steamship companies, and in some instances they have been entirely lost sight of and never reached their homes. Improvements are, we are informed, already being made, and that such conditions should be longer tolerated by the United States Government seems out of the question. The earnest attention of all interested in the care of the insane, and in immigration, should however, be directed to this matter.

It is sometimes stated that an increase in the population of feeble-minded aged persons, or dotards, admitted to the institutions for the insane, has helped materially to swell the number of inmates. An investigation recently made by one of the superin-

tendents of the State hospitals shows, however, that this is not the case in New York State. The Insanity Law apparently does not contemplate that the mental weakness incident to age, or dotage, shall alone be sufficient ground for admission to a State hospital. A recent discussion by superintendents and managers of the hospitals with the Commission in Lunacy indicates, however, that to distinguish this condition from insanity in the meaning of the law, is often extremely difficult. The unanimous opinion seemed to be that the question of admission to the hospitals should be settled on broad and liberal grounds in each case, and that none who was in need of such special care and treatment as are furnished by the hospitals should be denied. On the other hand many of these aged cases are only childish and easily confused, and a little kindly attention and supervision would enable them to remain at home or in a nearby almshouse. To some of these the removal from the familiar scenes of a lifetime to the wards of an institution for the insane is the occasion of much distress. In others the mental disturbance is often the accompaniment of complete physical breakdown, and the prelude of speedy death, and these are hastened and made more distressing by the circumstances of commitment, the long journey to the hospital frequently necessary, and the new environment. Most of such cases die within a few days, or at most a few weeks after admission. It would seem as though some pains should be taken to deal more intelligently with this problem, an infirmary ward attached to an almshouse, or a suitable attendant or nurse, being provided for such cases as should not be committed to the institutions for the insane.

**PREVENTIVE MEASURES:** The growing burden on the taxpayers of a steadily increasing proportion of dependent defectives, and the vital issues to the nation and the race involved, give to measures of early treatment and prevention an importance which can scarcely be exaggerated. This was referred to in the annual message of the Governor to the Legislature last winter, and has not been lost sight of in the development of State care of the insane. Among the buildings now under construction in connection with the State hospitals are four, which are intended for the more efficient treatment of curable cases. In order that suitable quarters and facilities for the care and treatment of these cases might be secured, a per capita expenditure of \$1,000 was provided for

by the Legislature for the construction of these buildings. The Psychopathic Hospital proposed for New York City, has, indeed, not yet been started, but progress has been made toward arrangements for its construction. This undertaking will be a new departure in the State's provision for the insane and requires careful consideration at every step. An eminent alienist of this country, writing from abroad, states that in Germany, there are twenty-two psychiatric clinics connected with the universities, and in Italy, where, he says, the taxes amount to a large proportion of a man's income, every university has one. In this country there is but one. In view of the steadily increasing prevalence of insanity, one can scarcely conceive of a more promising field of usefulness for the philanthropist, than is offered in the establishment of these institutions for the scientific investigation and early treatment of mental disease. Much is being done by the Pathological Institute and the State hospitals. This, however, should be supplemented by psychiatric clinics, which offer ready access to special advice and treatment for the sufferer in the early stages of mental disease, and furnish facilities for the instruction of medical students and physicians.

It is deplorable to have to record that, in only a few places in the State, has suitable provision been made for the care of mental cases pending examination and commitment to the State hospitals. It is still quite common to place them in jails and lockups, sometimes for days. It is gratifying, therefore, to learn that a special ward for such cases is one of the features in the new county hospital recently erected in this city of Rochester. One cannot but be disappointed, nevertheless, on visiting it, to find in the inferior quarters provided an illustration of the distinction which one still sees so often improperly made between the sick and the insane.

The after-care of the insane, which has been referred to at length in the President's address, has been started under the auspices of the State Charities Aid Association in conjunction with officers and managers of the State hospitals. The object in view is the assistance of those discharged recovered from the State hospitals, by the modification or removal of conditions in their environment unfavorable to their continued good mental and physical health. This movement should certainly be classed among the preventive measures.

The more intelligent management and education of backward and incorrigible children in special classes and schools in connection with the public school system, are also not without promise for the future. So important and extensive has this field become in New York City that a special officer to organize and administer the work has been appointed by the Board of Education. In New Jersey the need for the special training of teachers for this work has, to some extent, been met by the introduction of summer courses of instruction in the methods of educating the feeble-minded, at the institution at Vineland. These courses are open to teachers irrespective of residence. Similar courses might, perhaps, be given at the institutions in this State.

To make much headway toward the prevention of mental disease, the diffusion of whatever knowledge is available, in such form as can be understood by people in general is quite essential. The problem is, however, so complex and so inextricably commingled with other problems relating to almost every aspect of human life, that statements sufficiently simple and direct to be convincing can as yet be made on only a comparatively few points. A growing interest in the mental aspects of disease is, however, apparent in the medical profession and the public, and it seems proper to direct your attention to a series of public lectures which are to be given this winter under the auspices of the New York Academy of Medicine. One of these lectures relates to the direct and manageable causative factors in mental disorders, and another to the data concerning heredity with special reference to mental disorders. The lectures, by experts, are given for the instruction and information of physicians and others who are interested in the subjects to be discussed.

In the opinion of some, the solution of the problem of prevention lies in the control by legal measures of the propagation of the unfit. This view found expression in the Legislature last winter, in the introduction of a bill providing for the prevention of the marriage of the mentally defective. Such measures and others more radical which have been suggested require most careful consideration. The bill in question did not, however, become a law, and the proposition still remains a subject for thought and discussion.

In conclusion your committee would add that while much in all problems relating to the mentally defective must be left to the

workers in the special fields, the success of the work must depend, to a great extent, upon the intelligence and interest of the public, expressed through the Legislature and government officers. There is reason to be gratified and proud for what has thus far been accomplished. Much remains to be done in which your continued active interest and support are needed.

CHAIRMAN RUSSELL (continuing): If Dr. Christian, of Elmira, is in the hall will he please come to the platform.

The next paper on the program is entitled "Mental Defect and Crime." This paper will be read by the Superintendent of the Matteawan State Hospital for the Criminal Insane.

I have great pleasure in introducing to you Dr. Robert B. Lamb.

**MENTAL DEFECT AND CRIME, BY DR. ROBERT B. LAMB, SUPERINTENDENT OF THE MATTEAWAN STATE HOSPITAL FOR THE CRIMINAL INSANE.**

On reviewing the work of previous similar conferences held in this State, I found that the topics discussed had been presented and handled chiefly by laymen interested in sociological work, by professional sociologists and by medical men officially connected with public institutions. At the outset you will perceive me as placed between two fires, on one hand fearing to be too technical lest I offend the lay workers, on the other hand desiring to be technical enough to hold the attention of my medical brethren.

The common ground on which laymen and medical men here meet readily serves as a sufficient excuse for the mixed paper offered. It is commonly understood by most of us that the term "mental defect" may be applied chiefly to such persons as may properly be classed outside of three great groups. The first group, which contains by far the larger proportion of humanity, for the sake of convenience we will classify as normal. In it we may place all persons not otherwise classed. The second group may contain all who at the time have been classified as normal, but who now suffer from recognized mental disease; the disease appearing after a normal mental condition has been maintained for a number of years and where congenital mental weakness has never been shown. In group three we place all recognized idiots. To summarize, we have the normal mind, the diseased mind and no mind at all. It is outside of these three classes that we must

place those whom we consider as suffering from mental defect, and in whom brain development has been delayed or faulty. Formerly it was common practice to make no distinction between the terms "idiot" and "imbecile." The words are defined synonymously in some dictionaries of to-day. It is not my purpose to so consider these terms. While it is true that both idiots and imbeciles have brains which are not properly developed, it is equally true that the brain of the idiot stopped development practically at birth. The imbecile, on the other hand, had continued brain growth to adolescence though his degree of mental attainment falls far short of that shown by the average person. All this has little practical bearing, but it would seem best to define basic points before proceeding further. Since idiots are not commonly permitted sufficient liberty to commit numerous crimes and be classed as criminals, it is with the fourth or imbecile class that we shall have to deal. It is fairly well recognized among criminologists that those of the defective type commonly accepted as criminal, may inherit first, a criminal tendency; second, neurotic, ill-balanced mental organization, either of which, if the individual be subjected to neglect and privation during childhood, may lead to his breakdown at or before adolescence. It has always seemed to me that a criminal tendency was developed rather than inherited, yet I have seen some instances where the inherited trait asserted itself in spite of training in better directions. It is particularly unfortunate that we have not at our disposal reliable statistics showing an estimate of the moral sensibility of the men and women admitted to the prisons of the State. There are such records made at the Elmira Reformatory. But the population there is largely of minors. It is, therefore, doubtful if these records are properly applicable to men past adolescence, since the immature youth can scarcely be expected to exhibit either mental or moral sensibility in the same degree as is shown by the matured adult. Because of this lack of record, we are unable to get even an approximate idea of the mental or moral status of the inmates of our prisons.

Since commencing this paper, I have taken occasion to request from the proper authorities that record of these facts be incorporated as part of the usual prison records. At the same time I have suggested that the record be made at the end of such prisoner's sentence rather than at the commencement of it. The prisoner's daily life for his period of confinement would then furnish far

better information of the required nature than any self-made statement perfunctorily entered on his admission to prison. If we shall obtain these records in the course of a few years, we shall be in possession of an accurate guide to the proportion of real mental defectives existing among convicts, and shall be in position to make valuable deductions therefrom. If a tribunal before which a prisoner was brought had a carefully made analysis of the offender's capacity, both mental and otherwise, you can all see how much more equitably both prisoner and society would be treated. We do know that approximately one per cent. of the school population are wholly unable to acquire an elementary education. We know, too, that approximately ten per cent. of the prison population have no elementary learning. It is not reasonable to suppose that this tenth of the prisoners are unable to acquire this rudimentary learning, but the supposition must be that the opportunity therefor had never been presented. Just what the proportion not amenable to instruction is, we shall know as soon as the schools now established in the prisons shall have continued work for a few years. I venture the opinion that the defective in the prison schools will outnumber those of the common school at least five to one. Nor is it my belief that the exact proportions shall be represented by these figures, inasmuch as it is doubtful if the instructor in the prison school shows the patience with his adult students that the extra-mural teacher shows to his younger pupils. Inability to obtain the desired information at the prisons must serve as my explanation for presenting the records of our own hospital in order to get at the percentage of mental defectives found in the criminal class. After making a complete list of the recent admissions to the Matteawan State Hospital and considering each case separately and individually by itself, we come to the conclusion that approximately from forty to forty-five per cent. of our yearly admissions show marked signs of mental defect and are practically imbeciles of various grades. I am not unaware of the attitude of the populace toward the criminal who makes the plea of insanity or imbecility his chief defense. The laity commonly suppose that this is done so that the prisoner may escape with light punishment, and that as a matter of fact he is not at all insane or incompetent. But if the lunatics committed to the Hospital for Insane Criminals are followed and comparison is made to an equal number of men sent to prisons, penitentiaries or reformatories for similar offenses, it will be seen that the actual

period of confinement is longer in the lunatic hospital than in the prison, penitentiary or reformatory. Within the past ten years, more than 600 adjudged lunatics have been committed by the courts of New York State to the Hospital for the Criminal Insane. In all that number only three cases have been seen where insanity was not plainly apparent and demonstrable — in the majority of instances to an ordinary layman. The fallacy of the common belief that the plea of insanity conduces to a short sentence, and that it is a false plea is not, therefore, supported by figures readily available to any one who may desire to make inquiry for them. Quite to the contrary are numerous instances in which grave injustice is done to both society and the prisoner by committing him to a prison or reformatory when his mental processes are so defective or deranged as to preclude his getting on in either institution. In my annual report for 1904 I make mention of three cases, two of whom died during the year. With your consent I will quote it:

“Two of the three deaths were due to general paresis. \* \* \* It is interesting to know that the two deceased patients came with a third patient, all being admitted to the hospital on the same day and from the same institution, that two are now dead, and the third patient is seriously ill, from the same disorder. Last of all, but equally interesting, is the fact that we have been able to gather sufficient of their histories previous to their convictions, to fully justify the belief that their criminal acts were nothing more or less than manifestation of incipient mental disease, the presence of which was not suspected by the tribunal before which trial took place.”

If sent to a reformatory, the imbecile is actually discriminated against in that he, though a primary offender, must serve the maximum sentence simply because of his inability to meet the intellectual standard required for a parole. The reformatory suffers, too, since an aggregation of defectives clogs its routine, impairs its efficiency and belittles its purpose. In one single year there were transferred from the reformatory seventy-eight patients classified as insane. Of this number twenty-eight were undoubtedly imbeciles and two were of such defective mental endowment that they might properly be classed as unteachable idiots. Every year it is necessary to send from the reformatories certain youthful offenders who give way under the steady discipline of these institutions. When admitted to the hospital they are genuine



lunatics. But in a month's time, under more simple routine, they recover and are to all intents and purposes in their normal condition. If they could maintain the same mental poise shown in the hospital they could get on in the reformatory. But the medical officers of the hospital know from experience that a return to the reformatory means a return to insanity. At the reformatory then they are not fit for the reformatory. At the hospital they are not fit for the hospital. Just what to do with them is a question thus far remaining unanswered. It will be readily seen that the sentencing of these youths to the reformatory was a grave miscarriage of justice. The line of demarcation between the imbecile of the higher type and the sane individual is not easily established. The superficial examination which the prisoner is subjected to in the jail rarely is sufficient to demonstrate. It is within the province of the court to make *searching and thorough* investigation concerning the prisoner, but this privilege is seldom used in the degree necessary to establish the mental status of the culprit brought before it.

There is in the Dannemora State Hospital, a negro who was convicted of murder in the first degree. A commission had examined him and reported him as nearly akin to an idiot, but responsible for his crime. The Governor of the State however, did not think that he could be nearly an idiot and responsible for any act, criminal or otherwise, so he commuted his sentence to life imprisonment.

The man had some intelligence, but more cunning. He would joke, answer questions readily, execute small errands and give other signs of reason. His facial expression was bright, and his countenance smiling enough to deceive any one as to his true mental capacity.

Yet one of my assistants labored fruitlessly for months trying to teach him how to tell the time of day; another tried him at arithmetic but was unable to get him so that he could count the fingers on his two hands with any certainty.

He performed porter's work about the hospital. Many visitors saw him and commented on his smart appearance. They questioned his sanity. But we know that his mind was infantile and undeveloped while his body had attained proper proportions. Failure to consider him as other than an imbecile would be impossible after a little observation and questioning.

From this district during the year just past, two noticeable cases were committed to the Matteawan State Hospital, one male and one female. The male prisoner was interrogated and examined by the presiding magistrate. Investigation showed mental faculties that were so elementary that he who appeared as a grown man could not realize that his own mother must necessarily be older than he was himself. He could not tell his own age but "thought" it was thirty-seven. When asked the mother's age said it was thirty and could not see the absurdity of his reply. His history was that of a roamer about the country doing all sorts of odd jobs and suffering much privation. He was the ready butt for jokers and was once committed to jail for striking one of his annoyers. At an early age he had been sent to the Elmira Reformatory but was unable to benefit by the instruction there. Later, he served time at Clinton Prison. At both these times it is not likely that his mental condition differed materially from that shown on admission to the hospital. Within six months of the date of his commitment, effort was made to secure his discharge. To us it is perfectly patent that no great gain can come to him. He is so weak and simple-minded that any treatment must prove unavailing. As a free man his existence was precarious. Society, too, was in constant danger of his foolish acts. As an adjudged lunatic, he is comfortably housed and fed and does sufficient work to more than maintain himself in the institution. By his confinement the State stops the propagation of his kind so far as he is concerned. In the case of the female patient, three of her progeny are likely to become State charges at some future time, though the patient in question is but twenty-three years old now. From her general appearance, one would gain no idea of her mental condition. Her history shows that from the time she was sixteen she has been wholly bad. She has married three times and each husband was living when she took another. There are distinct histories of two attacks of insanity. Yet recently a learned member of the legal profession asserted that she was perfectly sane and announcement was made that proceedings would be brought tending toward her release.

The histories of the two cases just cited are typical of mental enfeeblement. The immaturity of mind is not shown except by careful examination by competent observers. Let me quote from the report of a commission appointed in one of the large counties

of this State to examine a youth accused of murder and who would be classified with the two cases just mentioned:

"We find and report to the court that the prisoner was born on a farm twenty-one years ago, that he lived and worked on a farm irregularly from the age of six or seven to the age of fourteen. That he made little or no progress in his studies and was backward in his développement and growth. That he had sufficient intelligence to perform farm work. That he is a person of inferior mental capacity and moral sensibility, being below the average person of like circumstances and equal advantages in both respects. That he is a person of weak will and easily led or influenced by others and without sufficient will power or mind of his own to long resist suggestion or persuasion from one stronger than himself."

Despite the above report, the commission found that the prisoner had reasoning power sufficient to distinguish between right and wrong and reported him as responsible for his crime. The court, knowing full well the nature of the case, on hearing the report of the commission, accepted the plea of manslaughter and the prisoner was sentenced to fifteen years in prison. What shall be the result? The boy, for he is but a boy in manner and appearance, enters prison at the age of twenty-one. Less the usual commutation for good behavior, his sentence will be practically ten years. At thirty-one years of age he will go into the world again. Will he be a less serious menace to the safety of life than when he entered prison? Will the judge that tried and sentenced him be more willing to assume responsibility for his acts because of the incarceration suffered at his hands? Shall the prisoner have gained habits of industry and self-reliance while in prison? Shall his years of penal servitude compensate for the life of his victim or in any sense promise society immunity from a repetition of his crime? Shall any one presume to say that his mind has gained in firmness and vigor by contact with a miscellaneous collection of criminals? His history has shown that he gained nothing while he was at school. If he could not gain under favorable auspices, it is scarcely reasonable to expect that he could gain under the influence of a prison environment, never to be commended to a youth even if he be slow of perception and a dullard if compared to the normal.

The crimes committed by these mental defectives are, as a rule, those of minor degree, to which, however, there is occasional ex-

ception. On looking up our record we find that eighty-seven per cent. were crimes against property and peace while only thirteen per cent. were directed against the person. If comparison is made with the crimes committed by our non-imbecilic patients we find a startling difference. Approximately fifty per cent. of the diseased type classed in our classification as class two are charged with various acts of violence against the person. The State at this time offers rather inadequate facilities for the care of males of the defective class. The requirements of the reformatory are too high. The requirements of the hospital, too low. It is on a medium place that this problem must be met. The new reformatory opened at Napanoch may suggest a satisfactory solution. It would be quite practicable to there establish grades for teaching manual trades, the successful learning of which, with good conduct, would be the only requirements exacted. The matter is worthy of careful consideration and some experiment, and I invite discussion on this particular point. It is an undeniable fact that the regular life of an institution has an important bearing in the treatment of these defectives. The influence, too, of good institution officers is wholesome and sound. The habits of neatness and order exacted are almost unconsciously acquired. Abroad the idea of placing these cases in suitable families has been suggested but in this State the plan is of doubtful value. If the male offenders can be taught trades and kept in custody or under control until the period of adolescence is well passed, their chances for gaining a livelihood are fairly good. It is not to be expected that any more can be accomplished. In this formative period, habits are acquired and faults are corrected much more easily than can possibly be done at any later period in life. If we would lessen the ranks of adult criminals, the saving must be done previous to their maturing.

No attempt has been made herein to indicate the symptomatology of mental defect. Neither have actual insanities been considered. These omissions are purposely made so as to avoid general enlargement of a topic that may properly be limited. In conclusion, we may summarize practically as follows:

First. That the present prison records do not show the percentage of mental defectives found among prisoners and that these records would be of distinct value.

Second. That the courts in most instances make insufficient inquiry into the mental capacity of the prisoner brought before them.

Third. That the general personal appearance of the defective is no guide to his degree of mental development.

Fourth. That it is necessary to continuously confine the mental defective who has shown dangerous or criminal tendencies.

Fifth. That the requirements of any confining institution must be largely manual and proportionate to the mental capacity of its inmates.

CHAIRMAN RUSSELL: Is Dr. Christian, of Elmira, in the hall? It was expected that the discussion of Dr. Lamb's paper would be opened by Dr. Christian, physician of the Elmira Reformatory. He does not seem to be present.

The Committee has also thought that it would be desirable to have some one speak in reference to mental defects in bad and incorrigible children. This aspect of the subject will be presented by Colonel Moulthrop, principal of one of the schools of the city.

DR. SAMUEL J. BARROWS: What were those commissions composed of that made this report in regard to the imbecility of the children while retaining their responsibility? Were there any medical men there?

DR. LAMB: It was composed of one medical man, two laymen and one lawyer.

DR. BARROWS: How can the latter be safeguarded before the courts? Is it necessary to have a special commission of doctors who are experts in dealing with these cases, or would he suggest some special institution for observation of this class of persons, and the simple fact being known that they are not fit to be in society, putting them out of society until they determine their specific gravity, so to speak, that is, their fit place in society?

DR. LAMB: I think Dr. Barrows' question is pretty clearly answered by the report of the Commission itself. How our court could entertain a report such as that Commission made and still hold that man to be responsible, is more than I can conceive.

CHAIRMAN RUSSELL: We will now hear Col. Moulthrop.

COL. MOULTHROP: In continuing the discussion of the admirable paper by Dr. Lamb, practically covering the ground and following the professional expert right in the practical field, I find myself in a position to browse around somewhat.

The fine distinction drawn between idiots and imbeciles is interesting to one who has heretofore considered the terms synonymous. Taking the doctor's definition, that the imbecile's brain

continues to grow to adolescence, the teacher in the elementary schools faces this phase of the problem. Fortunately such instances are rarely met with.

Whether the criminal tendencies of juveniles that come under the observation of the teacher are inherited, would require a better knowledge of the ancestral line back three or four generations than could be obtained by a teacher.

A neurotic ill-balanced mental organization which, if the unfortunate be subjected to neglect and privation during childhood, will, as the doctor well says, develop criminal tendencies. It is this developed tendency to do wrong that the teacher has most to do with. It is interesting to note the fact stated by the doctor showing the difference between the estimated number from the population unable to acquire the elements of an education, and the percentage of convicted criminals who have no elementary education. Have our common schools been negligent in not reaching the nine-tenths that could have been reached? It is reasonable to suppose that the opportunities had not been properly presented, and the problem as we study it becomes more interesting.

Dr. Lamb expresses a doubt as to the amount of patience shown by instructors in prison schools. One without an unlimited stock of patience should not be employed. Teachers in the public schools lacking in patience soon learn that their services are no longer required.

The doctor's statement that youthful offenders transferred from reformatories soon recover their normal conditions, with the reasons given therefor, furnishes a strong argument for a medical school, removed far enough from the prison and just so far from past environment as to grow a normal activity and mind.

The plea for a searching, thorough examination of all youthful criminals, would seem to be the great need of the hour.

Rather than force a pupil with a vicious mental defect, leave him alone, under the influence of good surroundings, until he learns to act for the better part. Requiring him to do does not lead to his adoption of foreign ideas. His sympathies being undeveloped will grow more normally by imitation than by compulsion. Only when they look upon law as their own do they feel the obligation to control themselves in order to obey it. Law should not be considered by them as coming from the outside and maintained by compulsion. He will never appreciate good advice until he has found out his own weakness.

The defective child is a fine field for the play of the teacher's skill. What I would insist upon with all the force at my command is that in the mentally defective, physical organism should be given as careful attention as the mental. The skilled physician is becoming an important factor in our school work. The teacher who cannot work in conjunction with a physician's directions regarding a physical or mental defect, has no place in a school room. Teachers may have special training in the subjects they have to teach to normal children, but they need the assistance and advice of experts in the treatment of mental and physical defects. It is not possible for teachers to obtain such knowledge from reading alone. Experience, with careful study, can perfect the teacher.

The treatment of most juvenile offenders should be preventive, and prevention that is education. To train the reason, to teach self-control, proper care and self-respect for the body, and the higher morality that will enable him to pass through either a quiet or strenuous life — this is when education is prevention.

A school might properly be called an "Educational Sanitarium" for children requiring special instruction, and should be conducted on a purely scientific basis, with the co-operation of physicians, psychologists, educators and trained nurses. They should be educated as individuals, not as aliens, as Miss Campbell says, "not in segregated aggregations."

Knowing theoretically the peculiarities of abnormal children is a vastly different proposition from being "up against the real thing." Clinical experience is a requisite.

There is no doubt that much crime is due to disease — that it is almost a certain symptom of disease. Disease causing crime is itself frequently the result of crime, or what may be called criminal ignorance.

Look at it which way we may, intimate relationship between physical conditions and mental ability or character is apparent. In the study of children we find that most wrong-doing that in adult age we call crime is due to a perverted or diseased mind.

The relationship between physical conditions and mental ability is always interesting to the observing teacher. The atypical child needs more careful study and treatment than the normal, because he is devoid of a typical character.

To inspire a youth with high ideals is to furnish him with the best possible mental treatment.

Our experience has been that the game of basket ball with an intelligent, strong umpire, to whom boys may look for justice impartial, is one of the best prescriptions for a boy that has dishonest tendencies. Instances have come under our observation where a marvelous change had been effected in one year; and were it possible to do so, I would have all men having charge of so-called juvenile delinquents, experts in moral and physical culture, placing equal emphasis on those qualifications.

A writer has said that character may be formed by physical activity. It is rare that I find a pupil falling behind his grade, that the cause cannot be said to be physical.

We must bear in mind that as the youth lives and does, so he will become.

Keep them as near nature as possible. Pure air, sunshine, trees and birds are strong factors in moral and physical development. The record of arrest of juveniles in a certain precinct, shows a decrease of forty-seven per cent. the year after the location of a recreation center by our Playground League in that district. Comment is unnecessary.

CHAIRMAN RUSSELL: There is a very short time left for general discussion and if there is any one wishing to say anything, we have a few minutes in which he can talk. If not we will proceed with the next paper.

MR. CHARLES McLOUTH: Mr. Chairman, I would like to say a word in reference to the paper of Dr. Russell and its relation to a paper read last night by Mr. Commissioner Hebbberd. I am and have been for fifteen years or thereabouts one of the managers of the State Custodial Asylum for Feeble-Minded Women at Newark, N. Y., and I have been for many years the President of that Board.

In the very intelligent paper by Dr. Russell a single inadvertence was allowed to creep. It was there stated that the capacity of the asylum at Newark for women was 650. It is not 650, it is 617, and 582 is the entire capacity of the dormitories of the asylum, because the hospital wards must not be used for inmates except as they are sick. We have, as indicated by the paper, and it was stated by Commissioner Hebbberd last night, a very much larger number than we can accommodate. I have in my hands now forty unacted upon applications, and not one of those applications is less than from six months to two days old. We receive them as fast as we can, and as fast as an opportunity



is given; and here from all over the various counties of the State are forty applications resting in my hands and the superintendents of the poor of the various counties are clamoring to know why we do not act on their applications. "Why don't you take this person who is giving us so much trouble into your institution?"

The statement made by Mr. Hebbard last night covers the ground. He says the appropriations do not cover the ground, and he says the legislators are afraid to make these appropriations and go home and face their constituents. But that states the result, it does not state the remedy; and when Dr. Russell puts the defective of the State into three classes and numbers them by the thousands, I say one of the classes which he names, the feeble-minded women, are by far the most important class for the State to provide for, because in the care of the defective feeble-minded women rests more of the taxation and more of the expense, and more of the labor and care of the State than in any other class that can be named.

This is the remedy: It is easy enough to state the result, but I can state the remedy, Mr. Chairman, if you care to have me state it. I can state it as my opinion, and also as a fact, for it is both. The remedy is first, adequate appropriations by the State, and second, in having less centralized power in Albany; and third, giving to the managers of these various institutions the power to manage, holding them to any rigid responsibility you please, no matter how rigid, but if you make them managers, why let them manage.

You cannot carry on the charities of this State by placing them in the hands of discredited politicians, the charities of this State have got to be carried on by individuals who will give their time, their care, their labor and their anxiety to these charities, and give these unaided, and not for salaries.

CHAIRMAN RUSSELL: If there is no further discussion we will now proceed with the next paper. The subject is, "The Relation of Immigration to the Prevalence of Insanity in New York State," and it is to be presented by Dr. Thomas W. Salmon, Assistant Surgeon United States Public Health and Marine Hospital Service.

"THE RELATION OF IMMIGRATION TO THE PREVALENCE OF INSANITY IN NEW YORK STATE," BY THOMAS W. SALMON.

Mr. Chairman, ladies and gentlemen: Whatever evils lie in immigration will make their most marked impression upon New York. It is inevitable, with the chief port of entry within its borders, that New York should become the destination of those immigrants of too faint courage, defective physical and mental equipment or scanty means to carry them farther into the new world than through its gateway. The great colonies of aliens in the city of New York assure the dependent immigrant of the support of his fellow countrymen, and so, although this State receives but thirty-one per cent. of the entire immigration of the United States, it is the destination of more than seventy per cent. of immigrants who are admitted to the hospitals upon their arrival at Ellis Island, certified by the medical officers as having defects or diseases rendering them likely to become a public charge or are held for other causes by the immigration inspectors for special inquiry into their right to land.

This fact gives the people of New York a very particular interest in immigration, and led to this discussion of the relations of immigration to the prevalence of insanity.

In 1875, the ratio of the insane to the whole population of this state was one in 675; in 1905 it was one to 294. If immigration has played an important part in the production of this result it is desirable to learn what that part has been, and if, at the present time, large numbers of insane or mentally defective immigrants are gaining admission to the United States, it is essential that the facts should be investigated, for the increment to our population from this source at least is within our own control.

It may be of interest, then, to consider briefly the proportion of natives of other lands in our great aggregations of insane, to make some observations upon the insane immigrants detected at Ellis Island, and then to review for a moment what the Federal government is doing and is planning to do to prevent the admission of additional numbers of the insane and mentally defective.

The last censuses have made it very apparent that an enormous disproportion exists between the number of patients of foreign birth in our institutions for the insane and the foreign-born population of the United States. In 1890, one in 388 of the

whole population of the United States was in such an institution, one in 765 of the native population, and one in 256 of the foreign-born population. January 1, 1904, the foreign-born insane in the United States were 31.5 per cent. of all the insane in institutions, while but 13.5 per cent. of the whole population were of foreign birth. Although the number of children, not subject to mental diseases is greater in the native than in the foreign-born population, correction for this condition by the elimination of all below the age of twenty in both divisions of the population reduces very slightly the marked disparity.

In the State of New York, September 30, 1905, one in 190 of the foreign-born, and one in 363 of the native population was in an institution for the insane. Of all the admissions to the New York State hospitals since October 1, 1888, 48.4 per cent. were of foreign birth, although the foreign-born have never exceeded twenty-six per cent. of the entire population of the State.

These statistics can admit of no doubt that the immigration of the past has contributed most heavily and quite disproportionately to the prevalence of insanity in this State. But Germans, Irishmen, Englishmen and Scandinavians, who came in such large numbers twenty years ago, no longer play an important part in immigration and the "new immigration," as it has come to be called, is led by Slavs, Hebrews and Italians. From .5 per cent. of the population of the United States in 1890, the volume of immigration has grown to 1.2 per cent. in 1905. What is to be the effect upon the prevalence of insanity of such a radical change in the character and sources of immigration and of the impressive increase in its volume upon the increase of insanity?

The question can best be answered by studying the later admissions of the foreign-born insane. Material for such an investigation can be conveniently gathered from two groups of insane aliens, those certified by the officers of the marine hospital service for insanity upon their arrival at Ellis Island and those deported from public institutions for the insane.

One hundred consecutive cases in each group have been selected in order that percentages might be appreciated at a glance, and, in the tables which follow, frequent comparison is made with statistics collected in the New York state hospitals. All cases were those of the fiscal year ended June 30, 1906.

This table shows the ages of 100 immigrants certified at Ellis Island and of 100 aliens deported from public institutions.

TABLE I.

Showing the age of 100 immigrants certified for insanity at Ellis Island, and 100 insane aliens deported from public institutions.

AGE.	Certified at Ellis Island.	Deported from institutions.
Under 15 years.....	0	2
15 to 20 years.....	7	25
20 to 25 years.....	18	28
25 to 30 years.....	21	17
30 to 35 years.....	10	14
35 to 40 years.....	12	6
40 to 50 years.....	16	7
50 to 60 years.....	13	1
Over 60 years.....	3	0
	100	100
Average age.....	35.8	23.2

The great preponderance of young people among insane immigrants in recent years is very striking and it is a matter of considerable practical importance. Under modern systems of care the chronic and incurable insane tend to accumulate in institutions, and it has been shown that their expectation of life is not less than for sane people of the same age. In 1905 the average age of the patients admitted to the New York State hospitals was forty years, at which age the normal expectation of life is twenty-six years. In the insane aliens, deported from public institutions last year, the average was twenty-three years, at which age the expectation of life is thirty-eight years. It is safe to predict, then, that during the next few years, from the influence of immigration, the average age of patients admitted to the New York State hospitals will be considerably reduced, and that the ratio of the insane to the whole population will, in consequence, continue to rise.

The low average age of insane immigrants is brought about by the small proportion of all immigrants more than forty-five years of age (only 4.3 per cent., while the proportion in the whole population of the United States is eleven per cent.), and the

unusual prevalence among immigrants on this account of a type of mental disease which has its onset most often in early life. In the two groups of cases of insanity in aliens under consideration the type of mental disease present in forty-three per cent. of cases was dementia præcox, an early, progressive deterioration, rarely curable, and arising most often upon a basis of constitutional defect. The prevalence of this form of insanity in all the patients admitted to the New York State hospitals is not more than thirty per cent.

The following table shows the nativity in the same two groups of cases, and, for comparison, the percentage of immigrants from each country in the whole number of arrivals during the fiscal year. The countries marked with asterisks furnished a number of insane immigrants in excess of their share in the whole number of arrivals.

TABLE II.

Showing the nativity of 100 immigrants certified for insanity at Ellis Island, and 100 insane aliens deported from public institutions; and, for comparison, the percentage of immigrants from each of the same countries in the arrivals of the fiscal year.

COUNTRY.	Percentage of arrivals.	Certified at Ellis Island.	Deported from institutions.
Austria-Hungary.....	25.4	12	21
Belgium.....	.5	0	1
France, including Corsica.....	.9	4	2
German Empire.....	3.5	12	5
Greece.....	2.0	1	1
Italy, including Sicily and Sardinia.....	28.8	12	10
Norway.....	1.5	0	3
Roumania.....	.4	1	1
Russia and Finland.....	19.6	17	29
Sweden.....	1.6	1	1
Switzerland.....	.4	0	2
Turkey in Europe.....	.8	0	5
England.....	3.7	13	5
Ireland.....	2.6	19	11
Scotland.....	1.3	4	1
West Indies.....	1.0	1	1
All others and unascertained.....	6.0	3	1
Total.....	100.0	100	100

Statistics for race are not available in any group of insane aliens, except those certified at Ellis Island, and so the following table includes only those cases. The percentage of immigrants of each race in the total number of arrivals is given for compari-

son and the races contributing more than their share of insane immigrants are marked by asterisks.

TABLE III.

Showing the race of 100 immigrants certified for insanity at Ellis Island, and, for comparison, the percentage of immigrants of each race in the total number of arrivals during the fiscal year.

RACE OR PEOPLE.	Percentage of arrivals.	Certified at Ellis Island.
African (black).....	.4	1
Bohemian and Moravian.....	1.2	0
Croatian and Slovenian.....	3.3	1
Dalmatian, Bosnian and Herzegovinian.....	.5	0
*English.....	3.3	12
Finnish.....	.8	1
*French.....	1.3	4
*German.....	8.1	12
Greek.....	2.3	0
*Hebrew.....	14.2	17
*Irish.....	2.4	19
Italian (north).....	5.0	3
Italian (south).....	25.1	9
Magyar.....	4.8	2
Polish.....	7.6	6
Roumanian.....	.7	1
Ruthenian (Rusniak).....	.7	0
Scandinavian.....	3.9	1
*Scotch.....	1.3	4
Slovak.....	3.9	4
Turkish.....	.2	0
*Welsh.....	.2	2
Unascertained and all others.....	8.8	1
	100.0	100

The following table shows the percentage of insane of each nationality in the whole number of foreign-born insane and the percentage of the natives of each country in the whole foreign-born population of the United States. The statistics for this table are from the advance sheets of a special report of the census bureau on the insane and feeble-minded in institutions, which were kindly furnished for use in this paper by the Director of the Census.

TABLE IV.

Showing the percentage of the insane of each country in the whole number of foreign-born insane in institutions in the United States, the percentage of the natives of each country in the whole foreign-born population of the United States and the ratio of the

insane of each nationality to the whole number of natives of that country in the United States.

COUNTRY.	Percentage of the whole number of foreign insane in U. S.	Percentage of whole foreign-born population of U. S.	Ratio of insane to natives of same country in U. S.
Ireland.....	29.0	13.5	One in 121
France.....	1.2	.8	One in 185
Scandinavia.....	11.6	8.8	One in 195
Germany.....	26.9	22.2	One in 211
England and Wales.....	7.0	7.8	One in 284
Hungary and Bohemia.....	2.2	2.5	One in 292
Scotland.....	1.7	1.9	One in 293
Russia and Poland.....	4.4	6.7	One in 380
Canada.....	6.5	9.8	One in 386
Italy.....	2.1	4.0	One in 439

Time will not permit even the briefest analysis of the part played by individual races in the production of these ratios. The terrible prevalence of insanity among the Irish in this country, the extreme susceptibility to certain forms of mental disease which is shown by Hebrews, the large proportion of psychoses due to alcohol found among Scandinavians and the rather unexpected mental stability of Italians are interesting from other than medical points of view, but it is possible only to make some comparisons of the prevalence of insanity among the races of the "old immigration" with its prevalence among those of the immigration of the present, in order that an estimate may be formed of the effects of the fundamental change which has taken place.

This is somewhat difficult to do. If it were possible to learn definitely the prevalence of insanity in each of the countries from which came the immigrants of twenty years ago and those of the present time, some comparison could be made upon this basis. But statistics concerning the insane of most foreign countries are entirely inadequate or unreliable, and they represent in many instances the standards of care which prevail rather than the prevalence of mental disease. In Germany, Switzerland and the United Kingdom, the standards of care are high and public care is provided for practically all the insane, making the statistics of the number of insane quite reliable, but natives of each of these countries in the United States show such a different susceptibility to mental disease than at home that comparison is useless for the purposes of this study.

Probably the best means of arriving at an approximate estimate is to arrange a table, showing the average annual immigration from each of the three political divisions of Europe, which furnished the larger part of the immigration of the period from 1880 to 1885, and the ratio of the insane from each of these countries to the total number of natives of that country in the United States, and to compare this with a similar table for the countries which contribute the larger part of the "new immigration" — 1900 to 1905. This is done in Table V.

TABLE V.

Showing a comparison of the ratio of the insane of each nationality to the whole number of natives of that country in the United States for the three countries which furnished the greater part of the "old immigration" and the same ratio for each of the three countries which furnish the larger part of the "new immigration."

	COUNTRY OR POLITICAL DIVISION.	Average annual immigration 1880-85.	Ratio of insane to natives in U. S.
The old immigration...	Germany.....	174,109	One in 211
	United Kingdom.....	145,798	One in 159
	Scandinavia.....	69,665	One in 195
	COUNTRY OR POLITICAL DIVISION.	Average annual immigration 1900-05.	Ratio of insane to natives in U. S.
The new immigration...	Italy.....	176,650	One in 439
	Austria-Hungary.....	176,514	One in 292
	Russia.....	122,920	One in 380

It seems from a consideration of this table that even the substitution of Hebrews, with their remarkable susceptibility to mental and nervous disease, has not been sufficient to outweigh the effect of the great numbers of insane accumulated among the natives of Ireland and Germany, and that the surprisingly small proportion of Italians in the insane population has effected an actual reduction in the ratios of insanity among the foreign born. That such a pleasant conclusion is unwarranted is evident when it is remembered that the immigrants chosen to represent the "new immigration" have been in the country only a short time, for it is likely that when the young Slavs and Hebrews of the



immigration of to-day have been here long enough to fall victims to the insanities of advanced age with the frequency with which it has been shown that they develop those of adolescence, the statistics will be very different.

If it is impossible to make any reliable comparison between ratios of insanity in the "old" and the "new" immigrations it is not difficult to show that, even with lesser ratios of insanity in the "new immigration" the increase in its volume assures us that the influence of immigration upon the prevalence of insanity in this State will be more adverse in the future than it has been in the past, unless energetic and successful steps are taken to prevent it.

It is disquieting to learn that, whatever doubt there may be about the relative prevalence of insanity in the races of the immigration of the past and of the present, there is no such uncertainty about the proportion of idiots and other mental defectives. The following table shows the race of idiots, imbeciles and other mental defectives certified at Ellis Island during the last fiscal year, and for comparison the percentage of each race in the total number of arrivals.

TABLE VI.

Showing the race of 100 immigrants certified at Ellis Island for idiocy (53), imbecility (13), and other mental defects (34); and, for comparison, the percentage of immigrants of each race in the total number of arrivals during the fiscal year.

RACE OR PEOPLE.	Percentage of arrivals.	Certified at Ellis Island.
African (black).....	2	0
Bohemian and Moravian.....	1.2	3
Croatian and Slovenian.....	3.3	5
Dalmatian, Bosnian and Herzegovinian.....	.5	2
English.....	3.3	2
Finnish.....	.8	0
French.....	1.3	1
German.....	8.1	8
Greek.....	2.3	1
Hebrew.....	14.2	29
Irish.....	2.2	1
Italian (north).....	5.0	0
Italian (south).....	25.1	34
Magyar.....	4.8	1
Polish.....	7.6	4
Roumanian.....	.7	0
Ruthenian (Russniak).....	.7	0
Scandinavian.....	3.9	3
Scotch.....	1.3	1
Slovak.....	3.9	2
Turkish.....	.2	0
Welsh.....	.2	0
Uncertained and all others.....	8.8	3
	100.0	100

It is seen that the statistics for the insane given in Table III are almost reversed. It is doubtful if the disadvantage of admitting mental defectives is much less than that of admitting an equal number of insane, for some of the insane would become committed to institutions within two years and be deported, while others, admitted after this period, would at least not have the opportunity thereafter of marrying and transmitting an hereditary taint to their children. Defectives, especially the lighter types, are not often admitted to institutions, but most of them spend their lives at liberty, and the criminal instincts or defective moral sense which many of them possess, make them undesirable members of society and often public burdens in penal institutions. Many such defectives are detected at Ellis Island, but unfortunately the present immigration law does not make their deportation mandatory, except in the case of idiots, and during the last fiscal year 16 per cent. of those certified for imbecility or other mental defects were admitted by the immigration authorities.

After considering such statistics as have been presented, the question which most naturally arises is what is being done to prevent the immigration of the insane and the mentally defective and unstable, and what more may be done in the future?

One of the earliest of the laws regulating immigration placed the insane in the prohibited classes, and 20 years later those who had been insane within five years previous to applying for admission and those who had more than one attack of insanity at any time previously were added to the excluded classes. The law is adequate, therefore, to exclude immigrants in whom the existence of insanity or the history of a previous attack can be demonstrated upon their arrival.

The present immigration law provides also for the deportation of aliens who become a public charge within two years after landing from causes existing prior to their arrival. Under this very useful provision 1,300 aliens (nearly one-half of whom were insane) were deported from public institutions in the United States during the last two fiscal years, and it is safe to say that had such a law been in operation ten years ago there would now be many hundred fewer foreign-born insane in the New York State hospitals. It may be thought that this provision is ample protection against the immigration of insane aliens, but it is doubtful if one-half of such aliens who secure admission to the United States can be deported under this law. The insane alien

may not be committed within the statutory period (of those deported in 1905, fifty per cent. had been in this country more than one year before being admitted to institutions), he may have arrived under an assumed name, which, for one reason or another, is very common, and his landing be incapable of verification; he may be removed by his friends to a private institution (as happened in twenty-one cases in New York last year) when it is learned that steps are being taken to secure his deportation; or his type of mental disease may not for years, if ever, bring him seriously enough into conflict with his environment to bring about his commitment, although it greatly impairs his efficiency and renders him a serious burden to his family. Finally, the hardship often inseparable from permanently separating a mother from her children or a child from a family which has established a home in America, seems incompatible with our civilization unless it is absolutely unavoidable. For considerations of humanity then, as well as for expediency, the most essential measure in the exclusion of the insane must remain their rejection at the time of their arrival.

It may be interesting to know what efforts are being made by the federal authorities to detect insane and mentally defective immigrants at Ellis Island.

The medical examination of all arriving immigrants is entrusted by law to the Public Health and Marine Hospital Service, officers of which are stationed at every port of entry and at many points along the Canadian frontier. Some time ago, in response to the evident necessity of adopting the most effective measures for preventing an influx of insane and mentally defective aliens in the rapidly swelling tide of immigration, especial attention was directed to this part of the medical inspection, and rooms were set apart by the immigration authorities for the detention and observation of suspected cases. Contracts have been let for the construction of a pavilion in connection with the Immigrant Hospital at Ellis Island for the treatment of acute cases of insanity until they may be returned with safety, and for the detention of suspected cases in which particularly careful observation is necessary to establish the diagnosis.

The medical officers engaged in the inspection of immigrants are deeply impressed with the importance of detecting abnormal mental conditions and the following table shows the results of the increased facilities provided.

TABLE VII.

Showing number of immigrants certified for insanity, idiocy, imbecility and other mental defects, 1900-1906.

	1900.	1901.	1902.	1903.	1904.	1905.	1906.
Insanity.....	28	17	26	21	24	59	122
Idiocy.....	1	5	3	5	13	22	53
Imbecility.....	0	0	1	0	2	3	32
Other mental defects.....	*	25	28	25	18	44	69
Total.....	*	47	58	51	57	128	276

So far, only aliens insane at the time of their arrival have been considered, but it would be very unfortunate to give the impression that the high prevalence of insanity among the foreign-born of this State is due entirely, or even in the greater part, to the admission of immigrants already insane. Even among the insane aliens deported from the State hospitals within two years after their arrival, only twenty-six per cent. were insane when they were admitted to this country. By far the greater number of foreign-born patients in the New York State hospitals had been in this country for a number of years before they were admitted, and, indeed, not a few of them came in their early youth and remained well until they developed psychoses incident to old age. But many others, while not insane at the time of their arrival, are shown by reports on this subject from superintendents of State hospitals to have been in this country less than five years at the time of their admission. If it is possible to exclude some of these immigrants, destined in so short a time to become insane, or to regulate some of the damaging conditions which produce insanity in them with such abnormal frequency, a step will be taken most important in its ultimate results.

In thirty-two and five-tenths per cent. of the cases deported from state hospitals who were not insane at the time of arrival and in whose cases these data were obtainable, the causes which existed prior to landing were constitutional mental inferiority or hereditary predisposition. The existence of these factors is often determined at Ellis Island, but under the present law it is impossible to exclude such immigrants for they do not belong to any of the excluded classes unless it be to those "likely to become a

\* Unascertainable.

public charge," and it is the practice of the immigration authorities to admit most of the immigrants certified by medical officers to belong to this class. If the proposed immigration law includes in the prohibited classes all mental defectives and those certified as having evidences of constitutional mental inferiority or instability, many immigrants who are believed by the medical officers to be most undesirable accessions to our population and to be exceptionally likely to develop mental disease will be excluded.

Unless they become public charges within two years or are shown within three years to have obtained admission in violation of the immigration law, immigrants pass from the control of the government when they leave Ellis Island. Under the most perfect system of inspection which can be devised, only a limited number of the immigrants destined to become insane within a few years and not all of those already insane can be detected there. For many years to come, then, with much more efficient laws for their exclusion than exist at present, there must enter this State some immigrants who are insane, more who are mentally unstable and many who have a resistance to mental disease which is far less than that possessed by the native born.

At Ellis Island the immigrant's health, his destination, his wealth and his views on organized government and plural marriage are matters of anxious inquiry, but after it has been determined that there is no statute which prohibits his landing he is admitted to a country where no one is particularly concerned about him except his fellow countrymen and some of these only for considerations of their pecuniary profit. The church missionary homes care for some of the immigrant girls and the various immigrant societies find employment for some of the men, but their supervision is for the few, and it is of brief duration.

With an increasing interest in immigration there has come a growing indifference toward the immigrant, doubtless largely the result of the change in the character of immigration. In 1886, thirty-five per cent. of immigrants spoke English and sixty per cent. of the rest were of races closely allied by their history and their ideals to the races which settled this country. In 1906, only ten per cent. of immigrants spoke English and seventy per cent. of the rest were of races which, if not, as some thoughtful students of the subject believe, quite unassimilable, are peoples with whom we have been unfamiliar and to whom our confidence has, perhaps, been extended with too much reserve. There is a great deal of

unnecessary sentiment in the consideration of some phases of immigration but, on the other hand, too many evils are hastily attributed to the alien population. If a considerable part of the present immigration is, for one reason or other, undesirable, we should not forget that we have invited it by our tardiness in amending the immigration law to meet changing conditions, and that it has always been entirely within our power to close the door to any of it at any time.

Most immigrants show no lack of ability to care for themselves and the greatest hardship which results from the coming of many of them falls upon their fellow-countrymen already here, but for many others the first few years are spent in heartrending struggle against unfavorable conditions. It is then, I believe, that our concern for the weaklings and defectives among them should commence. Attention has lately been directed to the "after-care" of the insane. Might not something be done about the "after-care" of the newly landed immigrant which will protect those who are so unstable mentally from the terrible prevalence of insanity among them during the first few years in this country? Although immigrants come here invariably to escape adversity and to better their condition, not all succeed and it is very certain that, to keep pace with our higher standards of living or even to survive in the fierce competition which exists in the alien colonies of New York, all have to put forth more effort than was required at home in Russia, Austria or Italy. It is this sudden increase of stress upon minds but poorly adapted to withstand a very moderate amount of stress which in many instances causes the early development of insanity.

It seems, therefore, to be a really imperative duty to investigate the especially common causes of adversity for newly-landed immigrants and to remedy such as are remediable. The societies represented here are most competent to determine what these conditions are and to provide for their relief. Better sanitation of the tenements and sweat shops, the increased provision of night classes for teaching English to adult immigrants (such as are conducted with so much success by the Educational Alliance), rigid regulation of child labor, prevention of the crime of wife desertion which is growing to such formidable proportions on the East Side, the distribution to the country and to the smaller towns of those for whom city life is particularly unfavorable, the detection and punishment of those who live by the exploitation of the labor of

their fellow-countrymen — all of these would mitigate conditions which tend to destroy the foundations upon which sanity rests.

The influence of immigration upon the prevalence of insanity in this State has been shown to have been a very adverse one in the past. It has been beyond that which was possibly unavoidable in the large accessions to our population which have taken place. The responsibility for preventing the continuance of such disastrous conditions in the future seems to be divided between the Federal government and the people of New York.

It is without doubt a most serious duty on the part of those entrusted with the administration of the immigration laws to increase, wherever possible, the efficiency of the inspection of immigrants for mental diseases and defects and to maintain it at a high standard of effectiveness.

There also seems to be an obligation upon the people of this State to secure an immigration law adequate to exclude mental defectives and those strongly predisposed to insanity as well as the insane and to devise means for relieving newly landed immigrants of some of the unequal burden of stress which, acting upon unusually susceptible minds, has resulted in the development of insanity in nearly every race of immigrants with a greater frequency in the United States than in the countries which they left to improve their condition.

CHAIRMAN RUSSELL: The time for the adjournment of this meeting is passed, and as you are all aware an automobile trip has been provided to enable the members of the conference to visit certain institutions of Rochester. I think, however, if any wish to remain and discuss the papers they may do so, as an opportunity will be given. Those who are to visit the institutions may now leave the hall while those who wish to discuss the papers will remain.

SECRETARY WALTER E. KRUESI: With the consent of the meeting I will now read the names of the members of the different committees.

#### CARE OF THE POOR IN THEIR HOMES.

Mr. Francis H. McLean, Brooklyn, chairman of the committee; Mrs. Helene Ingram, New York; Mrs. Sarah Vance Stewart, Rochester; Hon. Edmond J. Butler, New York; Thomas A. Kirby, Albion; Clarence V. Lodge, Rochester; Edward B. Long; Hon. Thomas W. Hynes, Brooklyn; Edward J. Hussey, Albany;

Miss Lillian D. Wald, New York; J. D. Underhill, New York; Miss E. I. Scott, New York; Hon. George A. Lewis, Buffalo; Miss Kate Sherry, Ogdensburg; Mrs. Percy L. Lang, Waverly; William H. Storrs, Albany.

#### COMMITTEE ON CARE OF CHILDREN.

Dr. C. F. McKenna, New York; Hon. William Church Osborn, New York; Mrs. Melvin P. Porter, Buffalo; Rev. M. J. Fitzpatrick, New York; Rev. Nelson H. Baker, West Seneca; Mrs. Lewis Bigelow, Rochester; Mrs. F. R. Hazard, Syracuse; Mrs. Nathan Bijur, New York; Patrick Mallon, Brooklyn; Miss Rose Sommerfield, New York; Dr. Newton M. Shaffer, New York; Solomon Lowenstein, New York; Dr. William O. Stillman, Albany; Mrs. Tracy Becker, Buffalo; Mrs. William P. Spratling, Sonyea.

#### COMMITTEE ON CARE OF SICK.

(See page 300.)

#### COMMITTEE ON MENTALLY DEFECTIVE.

Dr. William P. Spratling, Sonyea; Dr. Adolph Meyer, New York; Hon. Charles McLouth, Palmyra; Rev. D. J. McMahon, New York; Dr. James F. Munson, Sonyea; Hon. Dennis McCarthy, Syracuse; Dr. Charles Bernstein, Rome; Hon. Edwin K. Burnham, Newark; Dr. Andrew MacFarlane, Albany; Dr. William C. Krause, Buffalo; John J. Barry, New York; Miss Mary V. Clark, New York; Dr. James C. Carson, Syracuse; Mrs. Rose M. Smith, Buffalo; Mrs. Jeanette R. Hawkins, Malone; Rev. Hugh A. Crowley, Sonyea.

#### COMMITTEE ON VAGRANCY AND HOMELESSNESS.

Dr. O. F. Lewis, New York; Hon. Homer Folks, New York; Rev. Dr. Edward Hanna, Rochester; Dr. Walter Bense, New York; George O. Baker, Clyde; Wallace Gillpatrick, New York; George B. Robinson, New York; Mrs. Joseph T. Alling, Rochester; Dr. Enoch Vine Stoddard, Rochester; James Forbes, New York; Francis B. Cunnion, New York; Mrs. B. Ellen Burke, Malone.



## COMMITTEE ON STUDY OF THE CRIMINAL.

Dr. Robert B. Lamb, Matteawan; Dr. C. H. North, Danemora; Hon. Z. R. Brockway, Elmira; Miss Katherine B. Davis, Bedford; Charles K. Baker, Albany; George McLaughlin, Albany; F. H. Mills, New York; Hon. John S. Wickser, Buffalo; Hon. Samuel J. Burrows, New York; Rev. Algernon Sidney Crapsey, Rochester; Rev. C. H. Warner, New York; Adison Johnson, Ossining; Dr. George E. Gorham, Albany; William C. Yorke, New York; Col. Joseph F. Scott, Elmira; Prof. Franklin H. Briggs, Rochester.

## COMMITTEE ON REPORTS FROM COUNTIES AND CITIES.

Arthur W. Towne, Syracuse; George J. Gillespie, New York; Porter R. Lee, Buffalo; George E. Dunham, Utica; Dr. E. H. Howard, Rochester; J. H. Knowlton, Watertown; Dr. A. V. V. Raymond, Schenectady; Dr. Robert W. Hill, Albany; Dr. Richard Hutchings, Ogdensburg; Dr. Hortense V. Bruce, Hudson; Dr. Isham G. Harris, Poughkeepsie; Mrs. Edward C. Stewart, Ithaca; Mrs. Henry Oliver Ely, Binghamton; Hon. Henry R. Durfee, Palmyra; John F. Connors, Mt. Morris.

A DELEGATE: Mr. Chairman, I move that this report of the Committee be adopted.

Motion seconded, stated and carried.

CHAIRMAN RUSSELL: Discussion on the paper read by Dr. Salmon will be opened by Dr. Charles W. Pilgrim, President of the State Commission in Lunacy, whom I am pleased to introduce to you.

DR. PILGRIM: As Dr. Salmon has so thoroughly discussed the various aspects of the relation of immigration to the prevalence of insanity in the State of New York, I will confine myself to a few remarks upon what I consider to be the remedies for the evils which now exist.

As New York State contains approximately one-tenth of the entire population of the United States, and as her chief city is the principal port of entry for the whole country, she is unquestionably more vitally interested in the exclusion of the unfit than any other State in the Union. While the legislation of recent years has undoubtedly proven beneficial, nevertheless, in spite of the restrictions imposed, the percentage of defects has slightly risen within

the past five years, and we must expect it to continue to rise unless our laws are strengthened and their administration changed.

As already pointed out, the foreign-born population throughout the State of New York is approximately twenty-five per cent. while that of the State hospitals is approximately fifty per cent. This great excess in the alien insane, I think, can be accounted for in two ways: first, by the artificial stimulation given to immigration by the steamship companies, and, second, by the inefficiency, in certain directions, of our immigration laws.

To overcome these conditions, it appears to me, we have effective remedies not difficult of application.

First. The steamship companies should be subjected to a fine of at least \$100 for bringing to this country any immigrant who is rejected, and they should be compelled to return him at their own expense. Such a provision of the immigration laws already applies to diseased immigrants, if the disease from which they suffer could have been detected at the point of departure, but it should be extended so as to include idiots, imbeciles, feeble-minded persons, insane persons and epileptics. If such a law were enacted it would seem that the steamship companies would not attempt to swell their steerage receipts by encouraging the transportation of those who are likely to be rejected.

For the second condition, it appears to me that the most effective remedy would be inspection, by representatives of our own government, on the other side. I cannot, therefore, quite agree with Dr. Salmon when he says that "the most essential measure in the exclusion of the insane must remain their rejection at the time of arrival."

Just at present this question is receiving unusual attention due to an article by Mr. Broughton Brandenburg, President of the National Institute of Immigration, entitled "The Tragedy of the Rejected Immigrant," in which he criticises in very emphatic language what he considers to be the defects of the present system. He claims that great hardship and suffering are entailed by our present method of rejection on this side, and even goes so far as to say that examination at the point of embarkation would be but little better, as those who would be rejected by the examining physicians at the embarking port would have traveled, in the majority of instances, from eastern or southeastern Europe to reach such port. The remedy which he suggests is an examination of prospective immigrants in their home towns, where the question of

their admissibility or inadmissibility could be determined before they had taken the journey across Europe, which, in many instances, exhaust their small savings, leaving them penniless and in far worse condition than they would have been had they not attempted to reach this land of promise. It is but fair to say that some of Mr. Brandenburg's statements, and his description of the misery to the immigrants which the enforcement of the present immigration law entails, have been vigorously disputed in the last number of the "Outlook" by Commissioner Watchorn, Mr. Garfield and others, who are in a position to know the facts. Perhaps, as Dr. Salmon says, "there is a great deal of unnecessary sentiment in the consideration of some phases of immigration," but if there is, I cannot help thinking that an article like Mr. Brandenburg's, even though there may be some errors in statistics, and a difference of opinion in regard to some of the cases cited, will result in great good by bringing before the public in a forceful and interesting way questions in regard to immigration which have been receiving the attention of Congress for some time past.

Mr. Brandenburg's plan for home examination, I think, would undoubtedly prevent the suffering and hardships of which he now complains, and let us hope that it may some time be put into effect. But for our present purposes it seems to me that the measure most urgently needed is the passage of a law which will transfer to the other side of the ocean the principal scrutiny of those who desire to seek our shores. An examination at the port of departure by representatives of our own Government would prevent the closing years of many an immigrant from being clouded by a fruitless journey to this country, and the United States would be much better protected from an influx of an undesirable class than is possible by the present method of hurriedly examining the thousands who daily arrive at our ports. This plan, it seems to me, would not be difficult of carrying out. Statistics show that five-sixths of all the immigrants who come, or attempt to come, to us, do so through the great ports of Hamburg, Bremen, Liverpool, Naples and Fiume. Statistics also show that from June 1, 1905, to June 1, 1906, 68,000 persons were refused embarkation by the steamship companies. The North German Lloyd doctors at Bremen in the month of May alone prevented 5,300 from sailing. But despite these facts, 12,724 who had reached our ports were deported, as the reasons for their deportation were not discovered

by such examinations as are now given by the steamship companies. A more thorough examination on the other side by our own physicians would not only have detected this large number and have saved them the expense and discomforts of a steerage journey across the sea and back again, but many others would undoubtedly have been detected whose ineligibility it would be impossible to ascertain by the hurried examination at Ellis Island.

In addition to the two measures mentioned, the time in which an insane immigrant can be returned should be considerably extended. The laws of 1903 extended the limit from one to two years, but experience has shown that a limit of five years would be none too long.

I think also that the number of skilled alienists at our ports of entry should be largely increased and no one should be appointed to do such work who has not had at least two years' experience in a hospital for the insane.

Lastly, as Dr. Salmon suggests, suitable buildings should be provided for the detention and examination of those who, upon superficial examination, come clearly within the purview of "suspects." These buildings should be erected in accordance with modern ideas, with ample accommodation for classification and observation, and they should be in charge of trained alienists, assisted by nurses experienced in the care of the insane.

If these recommendations are ever put into effect, the results will be far-reaching, and much will have been done to keep from our doors those who are apt to become either a menace to the public health or a burden on the public purse.

Mr. NICHOLS: It seems to me there is one aspect of this subject which has not been put forward. Now in a charity conference in discussing the matter of excluding from our country any class of people, it seems to me we should emphasize the effect upon the people who are prevented from coming. Are we simply considering the protection of the United States and the State of New York from a financial burden?

I would like to know whether the people who advocate the exclusion of defectives in any form consider they are doing it for the good of the defectives? Are they better off in Italy and in Russia and these other countries? If so we should advocate the prevention of their coming here, but if it is simply that we are to relieve our country from the burden of the support of these defectives, then I would ask will these people cease to be a pa-

burden because they are prevented from landing on our shores? Are the governments of Italy and of Russia going to do more for them than we could do? If these people were being shipped here by a hostile power it might be a matter for protest. But these people coming to this country to advantage themselves, we should not say that they should be deported. I think perhaps we might deal with the defective as we deal with the criminal. But I do not see, since the world belongs to humanity, I do not see where, in the point of view of friendship and charity and benevolence, we can refuse them, unless the United States is too poor to do this, but can build battle ships and afford to engage in experiments. I think papers in a charity conference should lay stress on that view point which considers the good of these patients.

Now I would not care whether the United States cared for these people, even if they are Italians and Hebrews and Russians and Poles; but I believe we should not make the question of the burden on this country a permanent factor in the solution of problems.

DR. BARROWS: Mr. Chairman, I do not know that I can go quite as far as my friend Mr. Nichols in his view of the duty of the United States. I should say that if we encouraged other nations to dump their weak classes, their insane and defectives, on this country, we should in one sense do something to weaken the civilization of those countries. I believe that every country should bear its own burden. With regard to the criminals, while it was the custom years ago to send a good many of them to the United States, I think most of the foreign nations that now claim to be civilized are now trying to settle their own problems at home, and not to deport them. I hope these figures compiled in relation to the insane were prepared with more care than those prepared some time ago by the United States in regard to foreigners in penal institutions, which I do not think are worthy of serious consideration. All our efforts in regard to the restriction of immigration have been disturbed and clouded by a tendency which had its origin in the city of Boston, to exclude all people of certain races. It discriminated against the Italian and against the Jews on the supposition that those people were not as important or as desirable or as valuable to our institutions as the people of some other countries. You can rule out under our laws those who are defective and who will be a burden on the United States; but we should not draw an arbitrary line between the northern and the southern states of Europe. We should not erect

any test of a literary kind. If we examine the differences in the insanity of the northern and the southern European races we should find possibly that the greater proportion of the northern races, their greater percentage of insane, to be due to the greater use of intoxicating liquors by those races as compared with the more temperate southern Italians and other southern races.

Let us keep ourselves in that line and not seek to restrict immigration by race. I think the contribution of the Jews and the Italians to our country is quite as important as any influence that has come from England or Germany or Ireland; and I am glad the question has been discussed on the merely scientific side of the state of health and the state of mind.

MR. GRANGER: I cannot speak on the question of insanity, but the fact remains that if the foreign population of the State is 2,000,000 and the native population is 5,000,000, the insane in the institutions, those of foreign birth, is fifty per cent. of the total number of inmates. Now, neither the writer of the paper nor the able Commissioner in Lunacy solve that question, nor did they nor can I or anybody else. The statistics which have been published will have to be made at the other end and brought down to this end to solve that problem. It is a great burden to take care of these fifty per cent. of foreign insane, when we have but twenty-five per cent. of foreign people in our population. If we find the cause, we can apply the remedy. Until then it is impossible to cure it.

I live in a town where over fifty per cent. are foreign born. If you will look at the institutions of this State, you will find that the majority of the inmates are either foreign born or of foreign parentage.

Now in the house I live in thirteen are foreign born, three American born, and of those three, two have a mother foreign born, and I am the only one of pure American parentage in the house; and if my two children should be unfortunate enough ten, twenty, thirty or forty years from now to be insane, they would appear on the records as children of foreign mothers. From this it will be seen that statistics are frequently misleading.

I have lived in that town sixteen years, and in that time I have been consulted about twenty times in regard to foreign insane who have gone to the institution; and not one of them has been anything other than what you can call American born foreign insane, and they are just as much American as I am with three hundred years of Americanism back of me. The last man w

went to Poughkeepsie was as much Americanized as any one. There is one exception I know of, and that is the case of an Italian woman, and she was sixteen years ago developed as well as you or I could develop, and she is now in Poughkeepsie. What does all that lead us to? It leads us to the conclusion that we break down because of the stress put upon us. Let us take 2,000,000 people from the State of New York of all kinds, and throw them into France, and put about 500,000 of them at work in Paris, under the most terrible conditions, and how many of us would remain outside of the undesirable class. And yet in the city of New York the Italians and the Jews and the Hebrews and those races are living in districts, as shown in the New York Evening "Post" two or three nights ago, where over 3,000 live in one block — there is another block which exceeds this crowding, where there are over 6,000, more than 1,000 to an acre. I think I should become insane myself under such circumstances. It is that which breaks them down, and I do not blame them. Why do they appear in these asylum records? It is because they must be sent there, and it is because in American families they do not send patients to the institutions if they can help it.

I think you will find when you consider this subject, that there are two reasons for their breaking down, one of them being the peculiar stress they are under, the same as you or I might break down under similar conditions; and the other is that they come to the institutions much sooner than Americans do.

DR. CAMPBELL: During the last year the State Board of Alienists, of which I am a member, certified one hundred and fifty cases of insanity, and it would be proper to give a brief analysis of these cases.

In compiling our statistics it is not only necessary to investigate in this country, but frequently to correspond with officials and the relatives of the insane who are living abroad; and we definitely established that in sixteen per cent. of the number we certified to that they had been either in asylums for the insane or under treatment in the country from which they came. Forty-five per cent. of these showed evidence of insanity, recognized by their friends, prior to their coming to this country. Five per cent. showed a strong maternal or paternal heredity. Four per cent. were epileptics, and thirty per cent. were constitutionally inferior, and engrafted upon this constitutional defect was psychosis, which — that of the entire number certified by our board, that they

were insane prior to coming to this country, or that the causes existed prior to their coming; and it is also interesting to know that the average residence of these people in New York was only nine months; showing again quite conclusively the mental state on their arrival in this country.

It certainly was a great pleasure to listen to Dr. Salmon's paper, especially in view of its great importance to the people of New York State; and it is also worthy to note that not a small percentage of the cases deported arrived in New York shortly before they were public charges from other States, showing that environment has a tremendous influence on the deportable alien.

CHAIRMAN RUSSELL: Is there any further discussion?

DR. SALMON: I should like to say without taking up too much time something in regard to what Mr. Nichols has said. He said of deporting insane aliens from the United States after they have effected a landing, that it is for a purely economical purpose, that in so doing we are doing something unworthy of us as a nation, and that discussing the subject is one that is a little out of harmony with a charity conference.

I think there is another reason besides the economical one, and that is that it is a patriotic duty to keep this country free from these hereditary defectives and criminals.

If Mr. Nichols has read the history of the Jukes family he will probably remember how that family, coming to America in about 1790, started a train of criminals, and that family has cost the United States many millions of dollars and it has corrupted many other persons with whom it came into contact. It seems to me that our greater interest in the matter is in keeping our own mixed strain, the sound mixed strain, from which we hope so much in America, from an admixture of too large a proportion of that which is already defective. We might, because of the great benefits brought to us by immigration, support all insane and defective who come here, if it were not for that point. Mr. Nichols' point is an important one, and should influence us in the methods of deportation, which I nevertheless think is necessary for the preservation of our country.



# SEVENTH SESSION.

*Thursday Evening, November 15, 1906.*

PRESIDENT MABON: I have been requested to ask the indulgence of this conference for two minutes while a member makes a statement.

MRS. TUNIS G. BERGEN: Mr. Chairman and members of the conference, I have been asked to reply to a statement made by a member of the conference at the session this morning. The statement seems to indicate that it is hopeless to undertake probation work with girls under sixteen years of age.

I think that statement might be misinterpreted by some, and so would say that in my opinion the most hopeful phase of probation work for girls is for offenders under sixteen years. If probation is of any value it surely is in the friendly relations that are established between the probationer and the probation officer. If probation work is to be successful it must begin early, as in the care of the sick, and it is somewhat like first aid to the injured.

Probation officers of the character alluded to by the speaker this morning, who receive their charges at their homes once a week, on say Wednesday evening, when the girls report in their Sunday clothes, can hardly qualify as probation officers in the boroughs of Manhattan and Brooklyn. My experience as a probation officer teaches me that influences can be brought to bear on these girls to shape their lives for the better. I firmly believe, and in speaking for myself and for a number of others would say emphatically that a large number of girls can be benefited by probation work.

PRESIDENT MABON: Mrs. Bergen was a member of the Probation Commission of the State of New York and has served as a volunteer probation officer since the first opening of the Children's Court in Brooklyn.

We will now receive the report of the Committee on Resolutions.

MR. BIJUR: The Committee on Resolutions reports as follows:

The committee respectfully reports in favor of the adoption of the following:

(1) *Resolved*, That the members of this conference extend their sincere greetings to Honorable William P. Letchworth, of Portage, N. Y., its first president. The people of this State and particularly its unfortunates have reason to be grateful to Dr.

Letchworth for his long and arduous labors in their behalf, the memory of which is a constant inspiration. We convey to Dr. Letchworth our hearty wishes for his future comfort and happiness.\*

(2) *Resolved*, That the president of this conference be authorized to appoint a committee of not less than eight nor more than sixteen to report to this conference what constitutes the essentials of a normal standard of living and the cost of such a standard of living for a definite social unit at this time in the principal cities and towns of this State;

*And Further Resolved*, That the raising of special funds to defray the expenses of this committee be referred to the Executive Committee with power.

(3) *Resolved*, That this conference conveys its cordial greetings to Governor-elect Charles Evans Hughes in response to the encouraging message received from him, and hereby tenders to him all counsel and assistance in its power, pledging to him the hearty co-operation of the members of this conference regardless of political affiliation or religious belief, in the work of alleviating the sufferings of the unfortunate and distressed among the people of this State.

(4) *Resolved*, That the heartfelt thanks of this conference be and they are hereby extended to the chairman and members of the local committee for their efficient arrangements for the comfort of the conference and its members and for their cordial hospitality; to the Eureka Club for its many welcome courtesies; to the press, of Rochester, for the general space accorded to the pro-

ceedings of the conference; to Dr. Walker, of the Rochester State Hospital, and his competent assistants for their valuable services in classifying and displaying the exhibits of the institutions of the State, and to the officials of the Rochester State Hospital and their subordinates for the substantial assistance rendered by the

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\*GLEN IRIS.

Portage P. O., N. Y., November 19, 1906.

HON. WILLIAM MAPON, *President New York State Conference of Charities and Correction.*

MY DEAR SIR:—Your favor of the 15th inst., inclosing resolution of the New York State Conference of Charities and Correction which has just closed its sessions at Rochester, gives me unspeakable pleasure. A formal expression of respect by so important and dignified a body is something to awaken just pride in the breast of any charity worker.

That I was unable to participate in this notable and highly successful meeting caused me much regret.

I beg to thank you personally as well as officially for your kind consideration.

I am, with great respect,

Sincerely yours,

WM. P. LETCHWORTH.

yet, he is in such a condition that he may readily invite one of a score of diseases that will render him unfit forever to help, either himself or those dependent on him.

During the year 1904, over 37,000 patients were treated in the large charity hospitals of New York (old city), and of this number over 33,000 were discharged or transferred. Now, were it possible to trace what became of this large number of discharged and transferred patients, it would open the eyes of many of us who believe that when a patient leaves a hospital he is fitted to resume the duties of his position. We would find that, although the acute disease had disappeared, the patient goes forth weak and debilitated, with lowered vitality and a ready prey to one of the many forms of chronic disease that will forever unfit him to become again a bread winner either for himself or for those depending on him. We will take, for example, a typical case of any acute pulmonary disease and contrast the treatment received by one who is unfortunate enough to be numbered among the sick poor and one who has his store of the world's good things. The poor man, after a stay of some weeks in a hospital where he receives just as good medical care as his rich brother, is told that he is cured and that he may return to his home and resume his work—under conditions that would test the resources of one in perfect health. He goes; and with the knowledge that he must quickly make up for the expenses incurred during his illness, attempts to do more than his poor disease-racked body will endure. Day by day he grows weaker; his friends tell him he is getting thinner, but he bravely struggles on, hoping against hope, yet loathe to confess, even to himself, that he is being beaten in the race. He finally gives up when it is too late, and finds that the only place left for him now is in a hospital where consumptives *alone* are treated. After his death his wife struggles on, but finds that, with the added burden of several small children, she also is unable to keep the family together, and then comes the sending of the children to various institutions, there to become a charge on the State. The other side of this picture shows our man of means making the same kind of a recovery from his acute disease, but now the difference. He is not compelled to return to work, but starts for a protracted stay in the mountains, and there, amid the most healthful surroundings, receives from Mother Nature a bounteous supply of renewed vitality. What, then, is the remedy to be applied to such cases as described? It cannot be that a longer

time should be spent in the hospital—for the end which has been sought for is accomplished, namely, the curing of the acute disease; nor can it be that home treatment will benefit the sick poor on their return from the hospital. But there is a remedy, and one which will do more good for sick humanity than any measure yet brought forward for the amelioration of those who, unable to take care of themselves, become charges of the State.

During the year 1904, the Great White Plague claimed 8,512 victims in New York City, this despite the many measures that have recently been taken to check the ravages of this dread disease. Our various health boards and others interested in combating tuberculosis have worked hard and faithfully to stamp it out; and, whereas, their propaganda of education and their incessant labors have borne some fruit, yet to-day they are sick at heart over the ever-increasing number of deaths reported from this cause. Curative measures have been discovered, sanatoria have been established, the people have been educated, yet the victorious army of death marches on in triumph, claiming most of their victims from those who have been weakened by disease and who have attempted to try with weakened bodies tasks at times too much for strong and lusty individuals. The conclusion to be drawn from the above facts which I have endeavored to bring to your attention is that some sort of institutions should be established to take care of those who have been unfortunate enough to contract a serious illness, and whose slender purse strings make it necessary for them to return to work before they have completely convalesced. Call such an institution what you will, a Convalescent Home or a Recuperative Hospital, but let us have it at no matter what cost. This last word, however, touches the keynote to the situation. Yet, why will we hesitate at the cost? Can we not see that the amount of money expended in building and maintaining such institutions as I have suggested will be more than compensated for by the correspondingly lessened cost of maintaining other institutions which at present provide for those who are made dependents by the absence of such convalescent homes. So, rather than wait till it becomes necessary to cure the evils resulting from a too sudden return to work of the sick poor, let us provide a means to prevent such evils by establishing such homes. It is not, I take it, in the scope of this report to suggest ways and means to start this project, but I sincerely hope that some one in authority will take up the question and push it to a fruitful end, as there can be no doubt of

its necessity. Another fact to which I wish to draw your attention to-night in relation to the subject of this section of the program, and one which will readily appeal to all here on account of the publicity which has been given it during the past year in various newspapers and magazine articles, is what has been designated by Mr. Samuel H. Adams as the "Great American Fraud." The sick poor have many miseries with which they must contend — to be poor is bad, to be sick and poor is worse, but, to be sick, poor and defrauded, is filling the cup of bitterness rather full. I have in the beginning of this paper referred to the condition of the sick poor as they come from the hospital, broken in health and spirit and willing to grasp at any and every straw that will give them back strength enough to resume their various duties. The appalling statement that seventy-five million dollars are spent annually in America in the purchase of patent medicines must make us pause and ask what class of our people spend this enormous amount of money. It is not the rich, nor the well off middle class, it is not the well off of any class — it therefore must be spent by those whose care are our concern to-night. Nor is it the money alone that is wasted in such a way that we must consider, but also the moral effect of the use of these drugs, for, despite our liquor laws, despite high license laws and despite our temperance workers, alcohol enters into the manufacture of these drugs more than any other one ingredient. This is not an idle or unfounded statement, but one which has been proven on more than one occasion. In the official report of the Massachusetts State Board of Health, will be found on examination of many of the tonics and bitters sold as cures for inebriates, and highly recommended as remedies for various diseases affecting the stomach; many of them advertised as purely vegetable and non-alcoholic. I will read you a few of them with the percentage of alcohol contained and let you judge for yourselves with what the sick poor have to contend.

The following is a list of the articles examined with the percentage of alcohol contained in each:

	Per cent of Alcohol.
1 Best Tonic . . . . .	7.6
2 Carter's Physical Extract . . . . .	22.0
3 Hooker's Wigwam Tonic . . . . .	20.7
4 Hoffman's German Tonic . . . . .	29.3
5 Hop Tonic . . . . .	7.0
6 Howe's Arabian Tonic (not a rum drink) . . . . .	13.2

	Per cent of Alcohol.
7 Jackson's Golden Seal Tonic . . . . .	19.6
8 Leibig Co. Cocoa Beef Tonic . . . . .	23.2
9 Mensman's Peptonized Beef Tonic . . . . .	16.5
10 Parker's Tonic, purely vegetable, "recommended for inebriates" . . . . .	41.6
11 Schenk's Seaweed Tonic, entirely harmless . . . . .	19.5
12 Atwood's Quinine Tonic Bitters . . . . .	29.2
13 L. T. Atwood's Jaundice Bitters . . . . .	22.3
14 Moses Atwood's Jaundice Bitters . . . . .	17.1
15 Baxter's Mandrate Bitters . . . . .	16.5
16 Boker's Stomach Bitters . . . . .	42.6
17 Brown's Iron Bitters . . . . .	19.7
18 Burdock's Blood Bitters . . . . .	25.2
19 Carter's Stomach Bitters . . . . .	17.6
20 Colton's Bitters . . . . .	27.1
21 Copp's White Mountain Bitters, "not an alcoholic beverage" . . . . .	6.0
22 Drake's Plantation Bitters . . . . .	33.2
23 Flint's Quaker Bitters . . . . .	21.4
24 Goodhue's Bitters . . . . .	16.1
25 Green's Nervura . . . . .	17.2
26 Hartshorn's Bitters . . . . .	22.2
27 Hoffman's German Bitters, "entirely vegetable and free from alcoholic stimulants" . . . . .	25.6
28 Hop Bitters . . . . .	12.0
29 Hostetter's Stomach Bitters . . . . .	44.3
30 Hoffman's Sulphur Bitters, "contains no alcohol," as a matter of fact it contains no sulphur, but does contain . . . . .	20.5
31 Kingsley's Iron Tonic . . . . .	14.9
32 Langley's Bitters . . . . .	18.1
33 Liverpool's Mexican Tonic Bitters . . . . .	22.4
34 Paine's Celery Compound . . . . .	21.0
35 Pierce's Indian Restorative Bitters . . . . .	6.1
36 Puritana . . . . .	22.0
37 Porter's Stomach Bitters . . . . .	27.9
38 Pulmonine . . . . .	16.0
39 Rush's Bitters . . . . .	35.0
40 Richardson's Sherry Wine Bitters . . . . .	47.5

	Per Cent of Alcohol
41 Secor's Cinchona Bitters . . . . .	13.1
42 Shonyo's German Bitters . . . . .	21.5
43 Job Sweet's Strengthening Bitters . . . . .	29.0
44 Thurston's Old Continental Bitters . . . . .	11.4
45 Walker's Vinegar Bitters, "contains no spirits" . .	6.1
46 Warner's Safe Tonic Bitters . . . . .	35.7
47 Warner's Bilious Bitters . . . . .	21.5
48 Wheeler's Tonic Sherry Wine Bitters . . . . .	18.8
49 Wheat Bitters . . . . .	13.6
50 Faith Whitcomb's Nerve Bitters . . . . .	20.3
51 William's Vegetable Jaundice Bitters . . . . .	18.5
52 Whiskol, "a non-intoxicant stimulant, whiskey with- out its sting" . . . . .	28.2
53 Golden Liquid Beef Tonic "recommended for treat- ment of alcohol habit" . . . . .	26.5
54 Ayer's Sarsaparilla . . . . .	26.2
55 Thayer's Compound Extract of Sarsaparilla . . . .	21.5
56 Hood's Sarsaparilla . . . . .	18.8
57 Allen's Sarsaparilla . . . . .	13.5
58 Dana's Sarsaparilla . . . . .	13.5
59 Brown's Sarsaparilla . . . . .	13.5
60 Corbitt's Shaker Sarsaparilla . . . . .	8.8
61 Radway's Solvent . . . . .	17.9

As this examination appears under the seal of the Health Board of the State of Massachusetts neither its truthfulness nor its accuracy can be questioned. In further elucidation of this subject, I wish to describe an interesting experiment performed by Dr. A. J. Read, of the Battle Creek Sanitarium. He took four cans and into the first he put one tablespoonful of Hostetter's Stomach Bitters, into the second the same amount of Peruna; into the third a similar amount of Lydia Pinkham's Vegetable Compound, and in the fourth one tablespoonful of beer. The cans were connected by rubber tubes to an ordinary burner and mantel, heat was applied under the cans to set free the vapor, which gave bright illumination as follows: Can No. 1, Hostetter's Bitters, the vapor burned four minutes; Can. No. 2, Peruna, burned two minutes, forty seconds; Can No. 3, Lydia Pinkham's Vegetable Compound, burned two minutes, thirty-five seconds; Can No. 4 . . . . . ned 20 seconds. This speaks for

itself and should make plain to our legislators and temperance reformers that the licensed seller of alcoholic beverages is not alone responsible for all the inebriety with which we have to contend. Nor is it with alcohol alone that the proprietors of these Nostrums ruin the health and destroy the morals of their foolish and gullible patrons, but other, even more harmful drugs are freely put in the hands of those who do not realize the danger that surrounds them by the use of such drugs as Cocaine, Opium, etc. Much has been written and said on this subject of Patent Medicines, and we are indebted to Mr. Samuel H. Adams, of "Colliers," and to Dr. Ashbel P. Grinnell, of New York City, for their valuable work in exposing to the American public this great fraud which when applied to the sick poor becomes criminal. It not only robs them of their money but also of their health and many times it is the last dollar which is spent in the vain hope of curing a sick father or dying mother. These facts I bring to your attention with the hope that some way may be devised to curb these rapacious wolves and in order that some legislative means may be placed at our disposal to guard those who are placed under our care.

I have endeavored to-night to bring to your attention facts which I trust will help to ameliorate the condition of the sick poor by, first, advocating the establishment of Convalescent Hospitals or Homes, wherein the good work done by our hospitals may be brought to a successful termination. And, second, by suggesting legislative enactment whereby we may secure a wise supervision over the manufacturers of those patent medicines which our poor so eagerly, though unwisely, use.

The paper entitled "Care of the Indigent Sick in Their Homes with Special Reference to Tuberculosis," was to have been read by Dr. J. A. Miller, of Bellevue Hospital, New York. Unfortunately, Doctor Miller is not present to-night, but his paper is here and is to be read to you by Doctor Howard, of Rochester.

"CARE OF THE INDIGENT SICK IN THEIR HOMES WITH SPECIAL REFERENCE TO TUBERCULOSIS," BY J. A. MILLER, OF BELLEVUE HOSPITAL, NEW YORK CITY.

The home treatment of tuberculosis patients has developed from the very wide interest in tuberculosis as a problem and from the more certain knowledge of the possibilities of a cure of the disease.



After it had been regarded as incurable for centuries, very gradually the open-air treatment, combined with rest and good food, was established and its value demonstrated. From this developed the very recent movement for Sanatoria and Special Hospitals, of which only a beginning has been made.

A very short experience along these lines discovered many difficulties in the way of its application to even a reasonable proportion of the existing cases, of which difficulties the expense is perhaps the greatest one.

The long duration of treatment, the special equipment, the unstinted dietary and the usually remote situation of the sanatorium, all combined to make sanatoria for tuberculosis expensive institutions. Added to this is the cost of transportation and long loss of wage-earning power for the patient, so that only the comparatively well-to-do can afford this method of treatment. To provide for this need State and private charities are doing a great deal, but have been able only to touch the edges of the great mass of humanity which is suffering from this disease.

As a natural consequence attention is now being directed to the possibility of taking care of these patients in their homes, and thus has developed what we know as "Home Treatment of Tuberculosis." By home treatment, in this connection, we mean the application and adaptation of the principles of sanatorium treatment to the conditions found in the homes of the poor, and we do not intend to take up in any way the question of the value or influence of climate, concerning which there is now such a very considerable discussion and difference of opinion.

The general principles of sanatorium treatment may be stated as follows: An open-air life, by night as well as day; comparative rest, both physical and mental, and abundance of nourishing food. Simple as this appears, it is difficult enough to carry out in a sanatorium and the difficulties are much intensified in the home.

The essentials are: careful medical advice, suiting the details of daily life to the requirements of each case; home inspection, and supervision regularly to make sure that this advice is carried out; a home that has in it possibilities of adaptation for the purposes needed; sufficient means to enable the patient to afford proper rooms, abundant food and very often absolute rest from work.

... .. rent co-operation on the part of the patient and to extend over a period of time amounting to months, and generally to a year or even more.

In many of the large cities, as New York, the means employed to carry out the plan are first: The special tuberculosis dispensary; second, The visiting nurse; third, charitable aid and co-operation.

The tuberculosis dispensary and visiting nurse have become well known and their value recognized so generally that I do not intend to review here the details of their work. I will only emphasize that experience has demonstrated that tuberculous patients are not properly cared for in general dispensaries and that closer attention to details and the more skilled service of the special dispensary are much more satisfactory. Also, that no medical care or advice is of much value in this disease unless the home conditions and the improvement of the life of the patient are accurately known and properly supervised by the frequent visits of the nurse. Both of these institutions — the nurse and the special dispensary — have come to stay, and the only difference of opinion in regard to them concerns the scope of their work.

Speaking now, only for New York City, it is my opinion that all poor tuberculous patients, whether incipient, moderately, or far advanced in the disease, are more satisfactorily treated, for the first few months in any event, in institutions away from home, such as suitable sanatoria and hospitals. The reasons for this opinion will be apparent when we speak of the results of our work.

As proper cases for home treatment, we would include, first, incipient cases, only when the beneficial service of sanatorium treatment is impossible, or when every argument fails to convince the patient of its necessity. Such cases are comparatively few in number.

Secondly, moderately advanced cases, with favorable symptoms, under the same conditions as incipient cases. But here the strict requirements for admission to sanatoria exclude these patients, and many such cases are properly treated at home. There is at present a great need for more institutions that will take proper care of this class of patients.

Thirdly, moderately advanced cases, with unfavorable symptoms, and far advanced cases, are really hospital cases, but they may be considered proper for home treatment if the objections to hospital care are very great; when the care of their expectora-

tion may be absolutely trusted; when the patient is able to go regularly to the dispensary, or a visiting physician is available; when their presence is needed to keep the home together, and when they can be supported at home by their relatives without hardship.

Since these cases are the greatest sources of infection in the community their qualification for home care should be very carefully scrutinized. Of course, very often, lack of hospital accommodation leaves us no choice in the matter and, in all of the above classes, the possibility of making the home conditions at least passable is a determining factor.

Fourthly, discharged sanatorium and hospital cases in whom the disease is arrested or apparently cured, and who have returned to their home life, are eminently fitting cases for home care. The careful supervision of such cases, in order to prevent relapses, is one of the most satisfactory and interesting features of the work.

The patients that are suitable for dispensary or home treatment having been carefully selected along the above mentioned lines, our next inquiry is what can be done for them by the physicians and nurses working through the means of the tuberculosis dispensary. Constant supervision is really the sum of the whole matter. Usually the physician is not able to visit the homes, or certainly not regularly, and he depends upon the nurse to furnish a report on the home conditions upon which he bases his advice and also to oversee the execution of his instructions. The visiting nurse is, therefore, the key note of the situation.

After a positive diagnosis of the tuberculosis has been made, the physician goes over carefully with the patient the general principles of the treatment, emphasizes the dangers of infection and the way to avoid it and the necessity of painstaking perseverance to obtain the maximum of fresh air, rest and good food.

The dangers of dirt, darkness, poor ventilation, overcrowding, insufficient or improper food, irregular or vicious habits, are taught as those that assist in undermining the general health and so hurry along the progress of the disease.

This may be called the first lesson, and the nurse then takes up the task of drilling the patient in the principles constantly and repeatedly in the home, with her husband and his family. Our general plan is to arrange the domestic economy to the best interest of the patient and to teach the dangers of infection to his

household and associates. By frequent visits—preferably once a week—the nurse enforces these instructions and also insures the regular attendance of the patient at the dispensary. Considerable experience has demonstrated that a woman trained in nursing, who has the energy, interest and ability necessary for this kind of work, can do much more than any physician toward ascertaining the exact condition of affairs and correcting the evils existing in these homes. In no other way can this work be at all complete or satisfactory to the physician, to the patient or to the community, and that these patients themselves appreciate this fact is evidenced by the warm reception given to our nurses as a friend and welcome visitor in their homes.

We will pass then to the third division of our subject and the one of perhaps the most immediate interest to this present gathering—the *charitable aid and co-operation required*.

There is a very intimate relation between tuberculosis as a disease and tuberculosis as a cause of social dependence. This has of late years become generally recognized and we, in consequence, hear it frequently designated as a social disease, meaning that its problems are as much social as they are medical. In order to appreciate this, it is only necessary to recall the long course of the disease, with its loss, or great impairment of wage-earning power, its greater prevalence among the poorer classes, and the fact that any attempts at prevention and cure involve a very considerable expenditure of time and money.

We find, therefore, that the consumptive and his family are frequently applicants for charitable aid, both public and private, and medical advice and care for them is comparatively useless unless such aid can be procured. The physician consequently must be familiar with all such sources of assistance and also with the recognized rules and methods which now govern organized philanthropy. The charitable agencies in their turn must be governed largely by the medical opinion in the case and must be conversant with the general underlying principles of the modern treatment of tuberculosis.

In New York, during the last year, a sub-committee of the Charity Organization Society, designated the Tuberculosis Relief Committee, has been formed to dispense a special fund for home relief in tuberculosis cases. This committee is composed of the representatives of the different special tuberculosis dispensaries of this city and also of the executive and relief departments of the Charity Organization Society.

Meeting once a week, the problems arising in the cases presented are thoroughly discussed from the different points of view represented in the committee and the result has been a much closer harmony in the methods of medical and relief work and a much more satisfactory management of the cases themselves. Such a conference may not always be feasible and desirable in other communities, but it may be taken as an example of close co-operation giving excellent results, and as long as this object is attained, the method employed toward that end may, of course, be advantageously varied with the different conditions in each community.

I will attempt to state some of the problems which constantly arise, together with our method of dealing with them, but, before doing so, would state two general underlying principles of relief in tuberculous cases:

First: That all relief should be adequate and abundant and continued for a long time. Second: That all cases refusing the advice offered should be refused relief.

#### THE MANAGEMENT OF INSTITUTIONAL CASES.

A large number of the patients we meet may be classified as institutional cases. These are patients for whom either hospital or sanatorium treatment is deemed absolutely necessary. If the advice given is followed and the patient goes to the institution, the form of relief given is in the care of the family which is left at home and the making good of the loss of wages if necessary.

In a few cases we have found it desirable to pay board for the patients in the sanatorium in order to get them away from home. In exceptional cases — some which are considered suitable for an institution are allowed to stay at home and relief is given — for instance, in the case of a mother with children in order to keep the family together; provided we are reasonably certain that the danger of infection is guarded against by scrupulous care of the sputum, separate sleeping rooms and close supervision.

Also in some incipient cases where the patient is a wage earner or the father of a family, it is sometimes allowable to keep him at home and try home treatment under close supervision of the dispensary, with the understanding that, if there is no improvement in his con-

he will later go to a sanatorium.

In fe

pital cases which refuse advice, relief should order to bring pressure to bear upon them to

adv

go to the hospital, but, if they persist in refusal, then the dispensary and the health department should continue close supervision and, should conditions prove to be such as to favor a spread of infection, the police powers of the health department should effect forcible removal to a hospital.

The same may be said of homeless unmarried men. They constitute the lodging house class, are usually only partially self-supporting when well, and, when suffering from tuberculosis, are of course less so or are entirely dependent. Such patients have no incentive to careful living or hygienic habits and wander about the city spreading infection in every direction. Dispensary supervision is here impossible and home relief out of the question and the time is near at hand when forcible removal and detention in hospitals will be the only recognized proper procedure in such cases. This will only be another step in the direction of what has already been accomplished in the management of vagrants and mendicants. In hospital care alone, is there any hope of even partial restoration to health in such cases, or of the protection of the community from infection?

Other cases in the category of hospital cases, are those not necessarily so advanced in disease, but in whom alcoholism, careless hygiene, or overcrowding in the home, make improvement impossible and the danger to the rest of the family very great. Sometimes, by persistent effort and moral influence, sufficient improvement in these conditions can be effected to make home care and relief feasible, but, as a rule, this does not occur.

#### THE MANAGEMENT OF SUITABLE HOME CASES.

As we have seen, these are usually the incipient or moderately advanced cases under more or less favorable physical conditions of good habits, with home conditions permitting of a separate sleeping room, good air and light, good food and not too much physical or mental strain. In many of our dispensary cases we find that these conditions already exist. In many others, however, sooner or later in this long struggle with disease, charitable aid become necessary in order to obtain them. For convenience we can divide the forms of assistance necessary in such cases into those which are directed toward obtaining the three cardinal factors in the medical treatment. First, fresh air; second, food; third, sufficient rest.

## FRESH AIR.

Here we include all the requirements for suitable living conditions. The house should be situated in a location comparatively free from dust and noise and preferably near a park. A roof for sitting or sleeping out is desirable, but in New York not often possible, on account of dirt and dust, the objections of the landlord and tenants, and interference, or even danger, from rowdy neighbors. Formerly for this purpose the fire escape was sought after, but its use is now forbidden by the laws of the fire and tenement house departments. Back yards can be used in less crowded cities and towns, but there are few such in New York. The patient's apartment in such a house as this should not be too high, entailing the additional exertion to the patient in climbing stairs, unless the roof is to be largely used, in which case the upper floors are more desirable.

The plumbing must be in good condition and the apartment should, of course, be kept clean. It should contain sufficient accommodation to prevent overcrowding and still to insure the necessary separate sleeping room. This room should have a free entrance to light and air and usually in New York tenements it is the large front room or parlor.

To meet this requirement of fresh air, the usual forms of relief necessary are the payment of rent, either wholly or in part, and moving expenses, if the present quarters are not suitable or capable of being made so. In many cases, moving expenses and the payment of an excess rent, necessary for the better home, constitute all the relief necessary. In other cases additional furniture is needed, especially beds and bedding to provide the separate accommodation for the patient. House cleaning, either regularly or occasionally, must often be provided, and extra clothing is more regularly called for here than in other relief cases on account of the enforced outdoor life. The open windows also demand an increased consumption of coal. Reclining or steamer chairs, wraps or sleeping bags, together with caps and mittens, are necessary when the roof or yard is systematically used in winter.

## FOOD.

As the treatment of tuberculosis rests largely upon the building up of the bodily nutrition, good food and plenty of it is vital. All food should be simple but nutritious and should be

properly cooked. Instruction in cooking to the housewife is, therefore, an excellent form of constructive relief in many of these cases. In addition to the regular meals in which fatty food, such as bacon, butter, oils, etc., can be beneficially used, it is customary to advise an additional quota of milk and eggs. One to two quarts of milk and three to six raw eggs is an average allowance to each patient. Charitable relief in the matter of food is very often confined to these articles of so-called special diet, and in New York the tuberculosis dispensaries usually furnish this diet, as it is classified as treatment and is in the same category with the medicines which are prescribed.

Special diet is only given after investigation has proved the inability of the patient to provide it for himself, but, in the nature of the case, this assistance is capable of much abuse and even strict supervision cannot insure that the patient gets the benefit of this diet to the exclusion of the rest of the family. Experience has taught us to limit this distribution much more than was at first customary. In some cases it has been required that the patients go to the clinic for each feeding, which must be taken on the spot, but such surveillance is rarely possible, even if desirable.

Milk and eggs should not be dispensed in any considerable quantity at one time, however, and the allowance should be subject to immediate discontinuance when any misuse is discovered.

#### SUFFICIENT REST.

Rest for the people in the circumstances we are considering is a purely relative term. Absolute rest, such as is regularly required in the sanatorium for active cases of tuberculosis, is not possible at home even under the best conditions. The interruptions and demands of family life cannot be avoided and both the patients and their families cannot be brought to appreciate how much rest is really necessary. In my opinion this constitutes the most serious drawback to home treatment and it is in this direction, as well as in that of the fresh air life, that I consider preliminary treatment, for a few months at least, in either sanatorium or hospital, so essential for successful management at home afterwards. When a patient has learned the necessary habits of life by daily experience in an institution, he will not be content to live at home under anything less than the best conditions that he can obtain, and it is our experience that in most cases no amount of verbal instruction or superv



will accomplish this, until the patient has had this institution drill.

In its relation to relief, this need of rest demands a study of the kind and the effect of occupation; the distance of the home from the place of work, the dispensary, and the park; the floor occupied; the way in which the leisure time is spent, and in all cases the regulation of the work done about the house, especially, of course, in the case of women.

The kinds of assistance that are usually necessary consist in the making up of the deficiency in income from wage loss or impairment, efforts to obtain employment better suited to the patient, assistance with the heavier housework, such as washing and cleaning, and the relief from the care of small children by day nurseries or by neighbors or relatives.

Of these, the problem of suitable employment is the most difficult and is often impossible of satisfactory solution. It is, however, not the experience in home treatment of tuberculosis alone, but also in sanatoria, hospitals, and in the case of patients discharged comparatively cured from these institutions, that this problem of proper employment is still unsolved. In a desultory sort of way we are able occasionally to find positions as janitors, doorkeepers, watchmen, ticket choppers, etc., for patients who are able to do light work, but this, unfortunately, is exceptional. The Charity Organization Society in New York has recently organized a committee of employment for the handicapped, which has done a good deal of preliminary work and investigation, but has been unable to help us very much as yet with our consumptives. This is one of the most pressing problems of this work and much more organized and persistent efforts in this direction are needed, for it is not only a question of the great expense involved in the maintenance of these patients, but at present the long period of enforced idleness and dependence has a very pernicious and permanent effect upon the moral character and power of initiative of many of these cases.

Prophylactic, or preventive relief, as already outlined, in the education, supervision and segregation of tuberculosis patients, has, of course, a direct and important influence upon the prevention of the development of disease in others of the family or among the associates. Sometimes, however, our work is directed solely to that end. In this category of prophylaxis we consider inuance of supervision and assistance to better surround-

ings for those who have been intimately and continually exposed to infection, especially in the case of children.

Such children we often send to the country for varying periods of time, even when they have not yet developed tuberculosis; and, with one or two of the fresh air homes near New York, we have definite arrangements for co-operation in their care. In this connection should also be mentioned the great desirability of the thorough physical examination of all the members of the household of a tuberculosis patient, whether they are complaining of suspicious symptoms or not, and also the disinfection of the rooms after removal or death. This is properly the function of the health department, but it is not so undertaken in all communities.

#### RESULTS OBTAINED BY HOME TREATMENT.

First, in the condition of the patient: We have already expressed our opinion that the home is not the best place in which to treat tuberculosis, and this is based upon the results of our experience. Some early cases are apparently cured, but they are the exception and not the rule, and the percentage of such results does not compare at all favorably with that obtained at sanatoria. More advanced cases may have the activity and progress of their disease arrested and be able to take up their work again with greater or less limitations, but, in these cases also, better results are obtained in institutions. Perhaps the most satisfactory results are those obtained by the care and supervision of cases that have returned to their homes after a stay in the sanatorium, hospital, or country.

As has been stated, such patients know much better how to make the most of their home conditions, so as to approximate as nearly as possible with those to which they have grown accustomed. By means of the regular supervision and advice of the physicians and nurses, combined with any necessary charitable aid to make their living conditions better, they are very often able to continue the cure begun away from home, and are much less apt to relapse than are similar cases which are not supervised.

In other cases, not cured or actually arrested, there can be no doubt that by our efforts the progress of the disease is delayed and life prolonged considerably. These cases become what are termed chronic; the lungs do not heal and they have relapses into active symptoms every now and then; but, while they may succumb eventually to the disease, they are given often an increased

term of life and even one of comparative comfort and usefulness. There is, of course, room for a difference of opinion as to the advantages of such survival of the unfit, but if these patients are so scrupulously careful that they do not infect others, and if they do not have children to inherit their tendencies to disease, I think that there can be no doubt of the social and economic gain to the community.

Second, the educational and preventive results: These are perhaps the most marked and valuable. When one considers the large scale upon which this campaign of prophylaxis and education is being carried on in many of our cities at the present time, it is not surprising that we are already seeing the fruits of it, in the willingness of even the more ignorant classes to keep their homes well ventilated, by night as well as day, to refrain from promiscuous expectoration, to eat more suitable food and to learn to cook it properly, to appreciate the dangers of overcrowding, alcoholism, and irregular habits of all sorts; in other words, to live healthier, cleaner, and more responsible lives.

That such an improved state of affairs is gradually coming about is the common experience of all social workers, and it can only be ascribed to the faithful painstaking instruction that is being systematically forced upon the ignorant portion of the population.

In addition to this, the removal of advanced cases to hospitals, the care of delicate children in the country, and the recognition of suspicious cases making possible early diagnosis, have all become potent factors in the prevention of the spread of tuberculosis and are already having their effect in the diminution of the death rate from this disease. Without such a movement as this, laws and regulations in regard to spitting, disinfection, overcrowding and tenement-house reform are of small value, but with it they go hand in hand for the steady advance of the health and social betterment of the community. And before all of us who are active in this work, we may keep as our inspiration the famous dictum of Pasteur: "It is within the power of man to cause every parasitic disease to disappear from the earth."

PRESIDENT MARON: Doctor Farrand has just telegraphed that he is delayed at Albany and will not be able to reach Rochester to-night.

[Dr. Farrand's paper was presented later to the Secretary for publication in the report.]

## THE WAR AGAINST DISEASE BY DR. LIVINGSTON FARRAND.

It does not require an experience of many years to recognize a complete change in the attitude of the civilized world toward the problem of public health.

The standpoint has varied, as is natural, with the progress of medical science. With a medieval conception of disease as a visitation of Providence it is not strange that efforts which might be interpreted as an attempted thwarting of the divine will should be half-hearted. Coupled with inevitable ignorance of pathological causes and therapeutic measures this concept could only produce in the public mind a condition of pathetic patience or of impotent resentment.

Through the stages of medical evolution from dogmatic drugging, from trustful and conventional treatment of symptoms, to the modern period of pathological research, the efforts to protect the public health were spasmodic, unreasoning and unavailing.

With the transition, however, from the relatively vague to the more scientifically exact the war against disease has assumed a new and hopeful aspect. The modern campaign seeks causes rather than symptoms, it attacks the root rather than the branch, — it is summed up in the single word *Prevention*.

Preventive Medicine is no longer a vague even though an attractive term. It represents an attitude based on the facts of the laboratory applied to social welfare—a view which is permeating the minds not only of those officially charged with the protection of the public health but of the rank and file of the medical profession who after all are the chief moulders of popular opinion in matters pertaining to general hygiene.

We are witnessing, as a consequence, a world movement in the direction of preventive medicine—an international union of forces which is ready to resist or attack the most threatening dangers and to concentrate wherever the need seems greatest. It must be admitted that this union is still far from perfect and that there is still a regrettable dispersion of energy but the recognition of the need cannot but end in bringing about the desired co-operation.

To those who are actively engaged in this movement the most hopeful sign is the accession of the layman which has become so cordial during the last few years. The consequences has been fresh vigor in the national campaigns which were already un-

way and the initiation of new movements of wide extent in the interests of the public health.

It must not be forgotten that this junction of forces, lay and medical, does not diminish in the slightest degree the responsibility attaching to either wing of the army. The physician must still be ready to accept the responsibility of laying down the principles upon which the battle is to be fought and to play his part in the hand to hand work and the layman is equally bound to furnish the legislative, financial and moral support required in the action.

More important than any other of the layman's responsibilities, perhaps, is his share in the formation of public opinion. It is to-day a commonplace that the essence of a campaign to prevent disease is *Education*. Sufficient knowledge, not on the part of the educated or thoughtful few but of the now ignorant or careless many, will deal a blow to the chief scourges of the day such as all previous measures have failed to approach. It is in the educational campaign to build up this public sentiment and knowledge that the layman finds his chief task.

Plenary powers of boards of health are notoriously ineffective unless backed by the moral support of their communities and it is one of the encouraging signs of the times that in centers where official efforts have been intelligent and fruitful there are symptoms on the part of the public not only of acquiescence in but of demand for enforcement and extension of the regulations. Recognizing then the general outlines of the field, what are the specific problems the movement has to meet? A complete answer would be a complete treatise on pathology and sociology.

Wherever disease is preventable there is work to do. As it becomes more evident year by year that the conditions favorable to disease are the products of our mode of life, the responsibility as well as the hopefulness of the situation stand out with growing clearness.

It is necessary for purposes of illustration to select from the more salient points of attack and I choose for more reasons than one the present widespread campaign against tuberculosis. It is worth glancing at the alignment of the forces already in the field.

After the random initial efforts which invariably precede efficient organization we have at last obtained a National Association for the Study and Prevention of Tuberculosis which receives the enthusiastic adherence of the leading physicians and laymen of the country.

Its function is frankly educational and its aim is to act as a clearing house of information and a center of stimulation of organized effort in all parts of the United States.

The transactions of its annual meetings are made up of expert studies on all phases of the problem. There is rapidly accumulating a mass of material of authority in concentrated form which provides trustworthy ammunition for the local campaign which may arise in any quarter.

It is the correspondent of similar national bodies which have been organized in many other countries and has its representatives in the international conferences and congresses which are held annually for the discussion of problems common to the civilized world.

The appeals for suggestion and aid which poured in from all parts of the country as soon as the new society was organized are abundant proof of the need of such a central body of authority.

It is clear that the real work must be done in communities, and every effort is being made to stimulate the formation of local organizations which shall have for their object the prevention of tuberculosis in their respective localities. Of these there are now some 50 in active operation.

In many places it is found desirable to organize State associations which shall be affiliated with the National association and which shall more definitely undertake the campaign in their individual states. Of these there are now 14.

When we realize that the bulk of this organization has taken place within two years and that each new society adds momentum to the movement it is evident that agitation is bearing fruit.

The specific programs of local organizations must necessarily vary with local conditions but to them all certain tasks are common.

We demand adequate dispensary facilities for those too poor to employ a competent physician. We demand adequate and suitable sanatorium and hospital provision for consumptives, both incipient and advanced. We demand proper municipal regulations regarding the registration of cases as well as ordinances to check indiscriminate spitting. And, finally, *Education*.

Education, which preaches the gospel of fresh air twenty-four hours out of twenty-four; education which emphasizes the need of nourishing food; education which teaches the avoidance of excesses of all sorts; education, in short, which inculcates the doctrine of sound personal hygiene. Specifically the educati

task is to make every man and woman know and realize that tuberculosis is an infectious disease whose cause is known and therefore a preventable disease; that it is not inherited and that therefore the responsibility is an individual one; that, finally, tuberculosis is often a curable disease and that diagnosis is not a sentence of death but, when early, permission to live. If the public can be brought to the point where the individual with suspicious symptoms will demand a diagnosis from competent medical authority a great step will have been taken.

In this educational campaign no means are to be regarded as too trivial. The preparation of proper literature adapted to the various groups of a community and the distribution of this literature in such manner as to seize the attention of the people is one of the best weapons at our disposal.

Free use of the public press for the printing of readable articles regarding the disease, its dangers and its prevention, will often prepare the public mind for the necessary steps to be taken in a way which no other effort can rival. The free use of the lecture platform has also been tested and found of great value. During the last year the method of exhibition has come to the fore and is now accomplishing perhaps more than any other single agency. The larger exhibition of the National association, which was inaugurated in November, 1905, has been sent successively to fifteen of the larger cities of the United States where the aggregate attendance has amounted to over 300,000. The far-reaching effects of an achievement such as this may be imagined.

Following a similar plan certain of the State associations have undertaken the formation of exhibitions to be sent through the different communities of their respective commonwealths; and in a few of the larger cities, with populations so great that a single exhibition does not more than scratch the surface of the mass of ignorance underneath, permanent exhibitions have been formed which move from quarter to quarter, and by co-operation with existing agencies of various sorts are forcing the desired knowledge upon the classes most in need of it.

Occasionally a new device is hit upon which immediately becomes available to all those reaching out for new methods. For instance, the use of the open air stereopticon which was initiated in Yonkers last year has been adopted by the New York City Board of Health with great success and is now being taken up by the authorities of other cities in various parts of the country.

To specify in detail the various methods employed in this educational campaign would require time and space quite beyond the limits assigned to the present paper.

A word regarding the necessity of constant co-operation with existing organizations must not be omitted. The various agencies for social work of all sorts, the efficient machinery already in action which may assist in our propaganda should always be seized upon, and experience has shown that the desired assistance is invariably given not only willingly but with enthusiasm.

To come to the phase of the problem which more than any other demands attention in a conference such as this the question must be raised as to the standing of New York State in the present fight. Unfortunately not at the front. Were it not for the splendid pioneer efforts of the New York City committee which hand in hand with the Department of Health of that city has faced the most baffling situation in the United States, and barring the intelligent and efficient efforts made in possibly three or four other cities of the State practically nothing in the way of organized effort has taken place within our boundaries.

To many it seems strange that with the example of the metropolis, which leads the world in the municipal treatment of tuberculosis, so little is being done in other communities. It is encouraging to be able to state that during the coming winter there will doubtless be inaugurated a campaign on state lines comprising the medical profession and the laity which with the co-operation of the State Department of Health will place New York where it properly belongs—in the van of the tuberculosis crusade. It is too early to mention the details of the proposed movement, but I wish to seize this opportunity to bespeak for the effort, the cordial support of the agencies and activities which are represented in this conference. There is probably no aspect of modern social work, for the campaign against disease is first and always social work, in which the forces attacking from different points supplement each other as completely as in this fight of ours. When we insist on fresh air, good food and rest as absolute essentials both in the treatment and prevention of tuberculosis, we are fighting not only that specific enemy but every other disease; we are well and preaching the fundamental doctrines of sound economics and ethics. When a pure food bill includes a patent medicine clause which aims a blow at that most dastardly parasite of weakness, the forces against tuberculosis are one of the



reap the benefits. It can safely be said that every step forward by any column advances by an equal distance each and all of the co-operating lines.

And, finally, if encouragement be needed let it be drawn from the indisputable fact that the death rate from preventable disease is dropping with rapidity. When community after community in the United States can show a decrease in twenty-five years of a fourth or even a third in the death rate from tuberculosis, surely it is not vain to hope that united effort will ultimately drive the infectious scourges of to-day from their position as the most feared enemies of civilized society.

DR. ADELE GLEASON, of Buffalo: Doctor Miller's paper is very remarkable because he says in very fine language what Doctor Pease of excellent memory said often, that a doctor who is nothing but a doctor, is not a doctor; and Doctor Miller says that to be a good doctor one must be something of a sociologist, that is, he must have studied the condition of the people in their environment in order to cure them.

Consumption is our topic. You cannot take an individual human being, as you do a sample out of a test tube, and change it by the use of chemicals. Vital chemistry will outmaster laboratory chemistry. You must treat every portion of the mind and body and the environment as well of that individual.

Now Buffalo is very much afraid of tuberculosis, and one reason comes in the simple words you hear on the east side in every city, "Rags, rags, rags!" the cry of the rag peddler, the cry of the Polack and the Russian, and the cry of the Italian, who, of necessity, form large settlements in our great cities; and in these circles there are in Buffalo 75,000 Polacks, 50,000 Italians, and 400 Assyrians, brought over really as temporary slaves by their head men. In those centers there is such ignorance that at the first act of our health board in Buffalo in closing two rooms occupied by nine people a cry arose of "eviction!" You would think we were back 100 years ago in Ireland. And you will all remember the veritable panic that took place a few months ago in New York City and, I am also told, in Rochester, when the schools were visited by wise physicians. And I know from experience that often when the charitable worker follows the man who cries "Rags, rags!" through the street, and reaches his home, he will find him recumbent on those rags in the second or third stage of consumption. If the poor sufferer knows that

the soup that is brought and placed on his stairs is given by any charitable organization or by anybody who came from a hospital, or by any member of a charity organization, or if he is asked whether he would like to go to a hospital, you may come around the next morning to find him, but your bird is flown; but the pile of rags saturated by contagion is there to be taken by others and spread contagion.

Now poor people, as some honorable gentlemen said yesterday, are no different from the rich people. They want their liberty, and we want ours. That man may have walked the Russian steppe 100 miles before he came over in the steerage to this country, and he expected liberty on landing here, liberty which he considers is the right to follow his own preference; and if he does not have it there will be a noise of the far-coming riot, or the silent assassination.

We took cards and gave them to the mothers of the children in the schools close to us. These cards bore plainly all the orders regarding the infection from pulmonary phthisis. These mothers said they would not put such dangerous things in their house; it might bring the police. After long efforts with twelve women I induced them to place the cards in their homes, and they said that, as they could not read them, it would probably not do them any harm to have them there.

Now, what the charity worker and the physician ask for, is a *modus operandum*, a way of conveying to the unfortunate poor knowledge without fear. We trust very much, in Buffalo, to all that comes to us from Albany, and the feeling of all the charitable workers there when Hughes was elected was an intense feeling of relief, because Buffalo is in danger not only physically, but in every way from its foreign population, and our monument to McKinley may cover many other victims of ignorance, not only of phthisis, but from other causes, and of a hundred forms of preventable disease. *Educate the fathers and mothers is our motto.*

I would like to see the cities furnish the mothers in their homes with a little pamphlet to be read and explained by the physician in each district. I think that the trained nurses, the city doctors and the volunteer workers would be willing to read, in the appropriate language, to every mother in all cities, however large, the way to prevent contagion of diseases or infection from consumption and that the

move the fear that the poor now have of all who would do them good by legal measures.

THE PRESIDENT: This subject is now open for general discussion. It should not be limited to physicians, but all interested in this vital topic should take part. Doctor Frankel, will you favor us with some discussion on this subject?

DOCTOR FRANKEL: I would like to ask Doctor Gleason if the percentage of deaths from consumption, deaths resulting from tuberculosis in Buffalo, is larger in the so-called poor section than in the sections occupied by the other classes?

DOCTOR GLEASON: The president of the Academy of Medicine says, and the University of Buffalo says — that there is a larger proportion.

DOCTOR FRANKEL: Studies made in New York City a few years ago by the board of health, show that in the so-called east side of the city of New York, which is more congested than any part of the city, except a very small section on the upper west side, that there was a smaller percentage of deaths from tuberculosis than in the city at large.

It is apparent from the results of the dispensary work in the city and from the results obtained in sanatoria throughout the United States, that there is a decrease in the number of tuberculosis cases ever since Dr. Pryor of Buffalo, probably one of the greatest humanitarians the State of New York has ever produced, pronounced his favorite dictum at one of the New York State conferences, to the effect that it is better to treat a tubercular patient properly until he is well, than improperly until he is dead.

In the few years that have passed since the conference has been in existence, there is an apparent diminution in the number of individuals afflicted with tuberculosis, due in part to the sympathy and to the readiness with which these afflicted individuals meet the requests made to them for the prevention of infection and reinfection.

There is no better work being done in New York City to-day than the attempt to eradicate tuberculosis. It has always seemed possible to me that we should be able to weed out this disease which may be ranked in the list of infectious diseases, and that we may reduce the mortality therefrom, as we have done with smallpox and with the plague. We have learned to make a proper diagnosis of tuberculosis and believe that we have found a proper cure. With this knowledge, not only through local and State but if necessary, even through Federal agencies, a sys-

tematic attempt at the extirpation of this disease should be carried on.

In to-day's paper there is mention of the meeting of the International Congress of Tuberculosis in New York. At this congress practically the same recommendations for governmental interference was made. Possibly in the lives of some of us who are here the day may come when we may look back in amazement realizing that we had passed through a period when people were permitted, day after day, to die from tuberculosis without any concerted effort being made to eradicate it.

THE PRESIDENT: Will the Rev. Doctor White, of Brooklyn, tell us what efforts are being made for helping the tubercular patients in Brooklyn in their homes?

REV. DOCTOR WHITE: I do not know much about this subject. District nurses are visiting the homes of tubercular patients, and the doctors are compelled to report the cases, and these nurses visit the homes. I think, however, that the work is not being done thoroughly because of the fewness of the nurses.

As a pastor of a parish I have come into contact with these nurses, and find them intelligent and sympathetic, returning time and time again to see that their instructions were carried out. But the complaint is universal that their number is too small.

I would like to say a word about hospitals for convalescents mentioned in Dr. O'Leary's paper. We all admit the advantage of such hospitals, but I do not think the good will come from them that we expect for the reason that the patients that go there are poor; their wages cease when they are sick, and it seems to me that the desire to get back to their work would retard their recovery.

However, I am heartily in sympathy with convalescent hospitals, and I hope the city will build them. I know some work of this kind is being done in a small way by the Society of St. Vincent de Paul.

THE PRESIDENT: Dr. O'Hare of Rochester may give us some idea of the work being carried on in this regard in this city.

DR. O'HARE: Mr. President and Ladies and Gentlemen: I am very highly honored in being asked to speak and to discuss a paper so ably presenting the subject this evening. I am, however, very much surprised that some one more familiar with the matter has not been called upon.

It is true that for thirty years in Rochester it has been a fortune to deal with patients affected with this vile di-

to attempt a cure for them. I think one of the saddest experiences of my life occurred in my early days in practice. A very dear friend ill with this disease communicated it to a brother, and that brother in turn to another, and so on, so that in a family of eight children in a very few years five who had grown to manhood, and one lovely young woman, died of the disease. This early experience taught me emphatically the contagious and infectious character of the disease. One member of the family left the city and made his home in California, and he is living. Another member of the family remained with his mother in this city and is still living. These are the only two remaining of that large family.

I found my efforts to deal with those affected with the disease so unsatisfactory in my early years and, truth to tell, in my later years, when environment could not be changed, that I have been thoroughly discouraged. Rochester, as you know, is not a city suited for those with inherited tendency to pulmonary troubles, or the care of such when they exist. We may well afford to advertise this, as we do not want consumptives imported here. I have had, however, the happy experience of aiding, to the best of my ability, in the sending of people *early* in the disease away to the Adirondack mountains and to Ashville, Denver and Los Angeles, where some of these people would be able to maintain themselves or do something toward maintaining themselves. Rochester is in the belt that is for a greater part of the year hazy; its atmosphere is cloudy; we have comparatively little sunshine; that is comparatively few all clear days. I think those who have gone west of Detroit or even west of the Niagara river will appreciate that; and those who have gone south of Avon will notice the marked increase of sunshine, and conclude that this is not a place for the tubercular patient. The doctor has well said that sunshine, pure air, good food and wholesome surroundings will tend largely to cure incipient tuberculosis. Of those I have been instrumental in sending to the Adirondack mountains I can say to-night that I have been gratified in seeing perfect cures, where patients have been able to come back to Rochester and to live even here; and that is an evidence, I think, that they are cured.

It is true there will be relapses in many cases. These cures are not necessarily permanent. Conditions may arise which will and bring about a recrudescence of that condition.

I would say that the doctor's paper covers the ground and that any effective effort that may be made for the betterment of these unhappy people will be along these lines.

DR. ROBY (of Rochester): I do not want to say much about Rochester, at the same time, as Dr. Frankel suggests, I would like the cold hard facts on some of these points.

I am not aware that Rochester has a particularly high death rate from tuberculosis over other cities, and as a matter of fact I think we can do considerable for our tubercular patients here.

In May, 1904, Dr. Goler through his own efforts and the philanthropy of one particular man, opened a municipal hospital for the treatment of tubercular patients, and as the first paper shows our chief failure has been in the lack of a suitable place for the patients after they have been treated there. The fact that they must go back to work and to earning power has been our trouble, but they have done remarkably well in spite of our lack of sunshine; and it was simply because of the fresh air and the decent food. And among other things, this same gentleman provided a nurse for the special purpose of visiting tubercular patients. I do not know that we have any hard facts to present as yet bearing on this subject; I do not know that our mortality has been reduced as a result of these efforts, but it must eventually tell.

The previous speaker made the statement that Rochester was a bad place for tuberculosis on account of cloudy weather and lack of sunshine.

The following is in reply to a request for information from L. M. Dey, local forecaster of Rochester.

Average number of clear, partly cloudy and cloudy days:

	Clear.	Partly cloudy.	Cloudy.
Albany (10 years).....	113	117	135
Binghamton (6 years) .....	76	129	160
Buffalo (10 years).....	55	147	163
New York (10 years).....	125	116	124
Syracuse (2 years).....	77	136	152
Rochester (20 years).....	84	126	155
Rochester by seasons:			
Spring.....	23	33	36
Summer .....	32	38	22
Autumn .....	21	30	47
Winter .....	8	25	

# 890 SEVENTH NEW YORK STATE CONFERENCE OF CHARITIES.

Percentage of sunshine for Rochester (10 years):

Spring.	Summer.	Autumn.	Winter.	Average.
.53	.62	.44	.30	.47

We have no record for Utica nor Elmira.

Percentage of death from tuberculosis compiled from state reports:

	1896	1897	1898	1899	1900	1901	1902	1903	1904	1905	Average
New York...	2.7	2.4	2.2	2.2	2.3	2.3	2.0	2.1	2.2	2.1	2.25
Albany . . . .	2.9	2.5	2.1	2.4	2.3	2.5	2.2	2.2	2.1	2.1	2.33
Binghamton .	1.5	1.4	1.6	1.6	1.4	1.8	2.3	1.5	1.9	1.4	1.64
Buffalo . . . .	1.1	1.1	1.1	1.2	1.2	1.3	1.2	1.2	1.3	1.2	1.19
Syracuse . . .	1.7	1.7	1.4	1.2	1.4	1.5	1.2	1.3	1.5	1.2	1.41
Rochester....	1.8	1.4	1.4	1.3	1.4	1.5	1.1	1.3	1.5	1.5	1.42

Order for Clear Days.

1. New York (Best).
2. Albany.
3. Rochester.
4. Syracuse.
5. Binghamton.
6. Buffalo (Worst).

Order for Tuberculosis.

- Buffalo (Best).
- Syracuse.
- Rochester.
- Binghamton.
- New York.
- Albany (Worst).

PRESIDENT MABON: In accordance with the resolution adopted at this conference, the president of the eighth state conference announces the appointment of the following as members of the Special Committee on the Standard of Living:

- Dr. Lee K. Frankel, Chairman, New York.  
 William H. Allen, New York.  
 Dr. Edward T. Devine, New York.  
 John J. FitzGerald, New York.  
 Hon. Homer Folks, New York.  
 Right Rev. David H. Greer, D.D., New York.  
 Rev. Adolph Guttman, Syracuse.  
 Rt. Rev. T. F. Hickey, D.D., Rochester.  
 Abram Katz, Rochester.  
 Cyrus L. Sulzberger, New York.  
 Frank Tucker, New York.  
 Rev. W. J. White, D.D., Brooklyn.  
 William Drischer, Rochester.  
 William Guggenheim, New York.

conference stands adjourned.

NOTE.—After the adoption of the report of the Committee on Resolutions (p. 858), the following telegram was sent to Governor-elect Charles E. Hughes:

ROCHESTER, N. Y., November 15, 11:15 P. M.

HON. CHARLES E. HUGHES, *Governor-elect, New York, N. Y.:*

The Seventh New York State Conference of Charities and Correction, assembled at Rochester, has unanimously adopted the following resolution:

*Resolved*, That this Conference conveys its cordial greetings to Governor-elect Charles Evans Hughes in response to the encouraging message received from him and hereby tenders to him all counsel and assistance in its power, pledging to him the hearty co-operation of the members of this Conference, regardless of political affiliations or religious belief, in the work of alleviating the sufferings of the unfortunate and distressed among the people of this State.

WILLIAM MABON, *President*.

WALTER E. KRUESI, *Secretary*.

## THE EXHIBITION AT THE CONFERENCE.

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### A UNIQUE FEATURE, PRESENTING A GRAPHIC DISPLAY OF CHARITABLE AND CORRECTIONAL WORK.

A unique feature in the history of State conferences was presented by the seventh conference in the exhibition of the work of thirty-four societies and institutions in the State of New York. Despite the limited time between the date of announcement that such an exhibition would be held and that of the conference, a unanimous effort was made by organizations to co-operate wherever possible, and the impressive exhibits that were installed in the east hall of the Eureka Club under the able direction of Dr. Irving L. Walker of the Rochester State Hospital, presented a very striking demonstration of the functions of the participating organizations and the adaptation of their work to the peculiar needs for which they have been created.

The purpose of the exhibition was to present a graphic display of the means that have been adopted to organize charity, to prevent tuberculosis, to suppress child labor, to accomplish housing reform, to promote interest in the extension of parks and playgrounds, to encourage providence and thrift, and to give inmates of institutions occupations, productive pastimes and recreations. An idea as to how far this purpose was accomplished may be had from the accompanying illustrations and from the following list exhibitors;



- Rome State Custodial Asylum, Rome, N. Y.  
 Industrial School, Children's Aid Society, 105 East Twenty-second street, New York City.  
 New York Visiting Committee, State Charities Aid Association, 105 East Twenty-second street, New York City.  
 The Catholic Home Bureau for Dependent Children, 105 East Twenty-second street, New York City.  
 American Female Guardian Society and Home for the Friendless, 936 Woody Crest avenue, near One Hundred and Sixty-first street, New York City.  
 Jewish Protectory, Hawthorne, N. Y.  
 State Commission in Lunacy, Albany, N. Y.  
 Travelers Aid Committee, 228 East Forty-eighth street, New York City.  
 New York State Training School for Girls, Hudson, N. Y.  
 School for Feeble Minded, Randall's Island, New York City.  
 New York City Home, Blackwell's Island, New York City.  
 Hudson River State Hospital, Poughkeepsie, N. Y.  
 Children's Club, Nurses' Settlement, 265 Henry street, New York City.  
 State Charities Aid Association, New York, 105 East Twenty-second street, New York City.  
 Metropolitan Parks Association, 105 East Twenty-second street, New York City.  
 The New York Catholic Protectory, New York City. (Rev. Brother Barnabas, 417 Broome street, New York City.)  
 Emanuel Sisterhood, 318 East Eighty-second street, New York City.  
 New York Association for Improving the Condition of the Poor, 105 East Twenty-second street, New York City.  
 Brooklyn Free Kindergarten Society, Pratt Institute, Brooklyn, N. Y.  
 Western House of Refuge, Albion, N. Y.  
 St. Lawrence State Hospital, Ogdensburg, N. Y.  
 Home Industrial School, 243 East One Hundred and Third street, New York City.  
 New York State School for the Blind, Batavia, N. Y.  
 Rochester Industrial School, Rochester, N. Y.  
 Rochester Health Bureau, Tuberculosis and Milk Exhibit, in charge of Dr. Goler, Rochester, N. Y.  
 Charities and the Commons Field Department, in charge of

L. E. Palmer, 105 East Twenty-second street, New York City.

Committee on Physical Welfare of School Children, New York City.

National Conference of Charities and Correction, Indianapolis, Ind.

The Brooklyn Society for Parks and Playgrounds, Brooklyn, N. Y.

National Child Labor Committee, 105 East Twenty-second street, New York City.

New York State Prisons Department.

Hebrew Sheltering Guardian Society of New York, Broadway and One Hundred and Fiftieth street, New York City.

Department of Public Charities, New York City.

New York Juvenile Asylum, 105 East Twenty-second street, New York City.

Building plans for various kinds of institutions were also placed on exhibition by the following well-known architects:

Israels & Harder, 31 West Thirty-first street, New York City.

Horgan & Slattery, 1 Madison avenue, New York City.

Grosvenor Atterbury, 20 West Forty-third street, New York City.

R. L. Daws, 130 Fulton street, New York City.

Raymond F. Almirall, 51 Chambers street, New York City.

Arnold W. Brunner, 33 Union Square, West, New York City.

### *The Prevention of Tuberculosis.*

The most notable exhibit presented of the work that is being conducted for the prevention of that dread disease, tuberculosis, was that of the Rochester Health Bureau, showing by means of photographs and charts on swinging frames the work of the Rochester Municipal Hospital for Tuberculosis, which is under the direction of the Health Bureau. It provides for the care of at least sixty patients, most of whom are non-paying, others paying from three to five dollars per week, according to their means.

The work conducted by the Health Bureau through its milk stations was described by enlarged photographs of the stations conducted during the summer months, and charts showing the

influence of these stations upon the death rate of children under five years of age, and also showing the influence of the bacterial content of milk upon the death rate among little children. The method of counting bacteria was shown by means of a simple apparatus and a number of plates exposing growths of various milk bacteria upon gelatin. The exhibit was under the personal charge of Miss Marie T. Phealan, a graduate of the Rochester City Hospital, who is the visiting nurse for tuberculosis work in Rochester, and who, acting under the direction of the Rochester Public Health Association, co-operates with the Health Bureau in this work.

Plans of proposed hospitals and sanatoria for consumptives, prepared by noted architectural firms in the city of New York, added to the interesting display of the efforts that are being made to check the ravages of tuberculosis.

### *Fresh Air Charities.*

The exhibit of the New York Association for Improving the Condition of the Poor consisted of plans and photographs of Junior Sea Breeze, the Fresh Air Camp for Sick Babies, maintained by the association in the summer of 1906 at Sixty-fifth street and East River. The purpose was to carry the battle for the babies right into tenement districts. The Babies' Camp was thus made also a mother's school where they were taught the gospel of clean food, clean air and clean babies, and given practical demonstrations on their own children. The educational value of the effort was, therefore, great, in addition to the saving of many lives and turning public attention forcibly to the problem of city infants and its solution.

The Committee on the Physical Welfare of School Children, organized in the spring of 1906 in New York City, for three years of experimental work and study, was represented at the Conference by its secretary, W. H. Allen, of the Association for Improving the Condition of the Poor, and several other members. Its purpose and work were explained by special literature which was widely distributed during the conference and at the Wednesday afternoon session when the subject of "Home Needs Disclosed at School" was a program topic.

Dr. J. J. Cronin, of the New York City Board of Health, told of the practical co-operation existing between the committee and

the Board of Health, and Mr. Allen described the proved need for such work as the committee has undertaken. The information was presented in a graphic form that offered a working program of suggestions to those present who were desirous of starting similar movements.

It was shown that a connecting link, such as the Committee on Physical Welfare of School Children is organized to be, is needed to join the departments of Health and Education, the school and the home in the protection and promotion of health of the children in the schools.

The plan of the committee is as follows:

1. *Study of the Physical Welfare of School Children.*

- (a) Examination of board of health records of children needing medical, dental or ocular care, and better nourishment.
- (b) Home visitation of children, in order to ascertain whether their need arises from deficient income or from other causes.
- (c) Effort to secure proper treatment, either from parents, or from free clinics or other established agencies.
- (d) Effort to secure proper physical surroundings of children while at school,—playgrounds, baths, etc.

2. *Effort to secure establishment of such a system of school records and reports* as will disclose automatically significant school facts,—e. g. regarding backward pupils, truancy, regularity of attendance, registered children not attending [sickness, physical defects, etc.].

3. *Efforts to utilize available information regarding school needs* so as to stimulate public interest and thus aid in securing adequate appropriations to meet school needs.

### *Child Labor.*

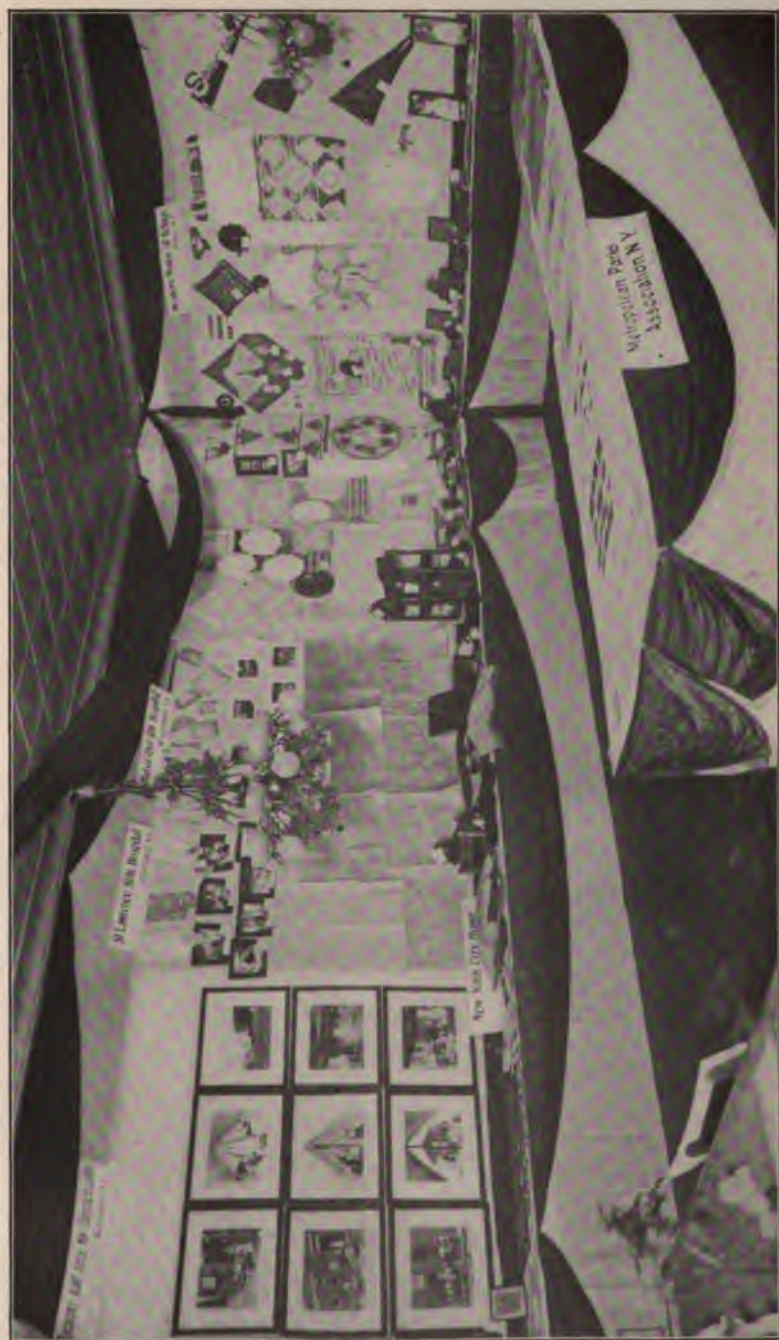
A wing cabinet containing 100 photographs of child laborers and their environments, was exhibited by the National Child Labor Committee, organized in April, 1904. The indisputable evidence of the camera was viewed with dismay by those who "had heard but hoped that reports were exaggerated." Pictures of boys at work in the coal breakers, the glass houses and the

messenger service, and of little boys and girls at work in the cotton mills and tenement homes, with faces and figures showing the drastic results of their premature toil, excited much interest; and many expressions of horror and consternation were called forth by the group of photographs—very aptly termed “The Cost of Child Labor”—of boys who are old men at twelve, or have but an armless sleeve or scarred body to show as the result of unprotected and merciless machinery, and of the companion pictures of the little girl who, with the face of an infant, entered the mill at nine years of age, and at ten showed but the weary features of an old woman.

The National committee also exhibited four statistical diagrams showing the number of children at work in the United States in 1900 (according to the United States Census Report of 1900), with comparative studies of age, the relation of the working children to the total population and their proportionate distribution in several of the more important industries employing child labor; blank schedules used for investigation; model schooling certificates and standard child labor and newsboy laws. Defective certificates and defective laws with illustrations immediately following show the sad fruits they had already borne; publications setting forth the purposes and efforts of this organization, related some of the gratifying results already achieved in the short period of its existence, and also presented what is said by competent critics to be the most notable collection of information on this subject yet published in English. A representative of the committee was also in attendance, to explain in greater detail its scope and plans.

### *Parks and Playgrounds.*

Much admiration was called forth by the charming spectacle that greeted the visitor at the entrance of the hall—the miniature park with its sandpiles, see-saws and games, with groups of dolls to represent happy children enjoying these delights—displayed by the Brooklyn Society for Parks and Playgrounds. Though an officer of the law was not lacking and trees and green grass were abundant, no signs of restriction were evident, and the bright little spot suggested an oasis in the desert. What a blessing must not the real parks and playgrounds that are maintained by this society in the crowded parts of the borough of Brooklyn, prove to the little ones to whom opportunity for healthful outdoor play and exercise be afforded otherwise.



*From the Rochester Photographic Co.*

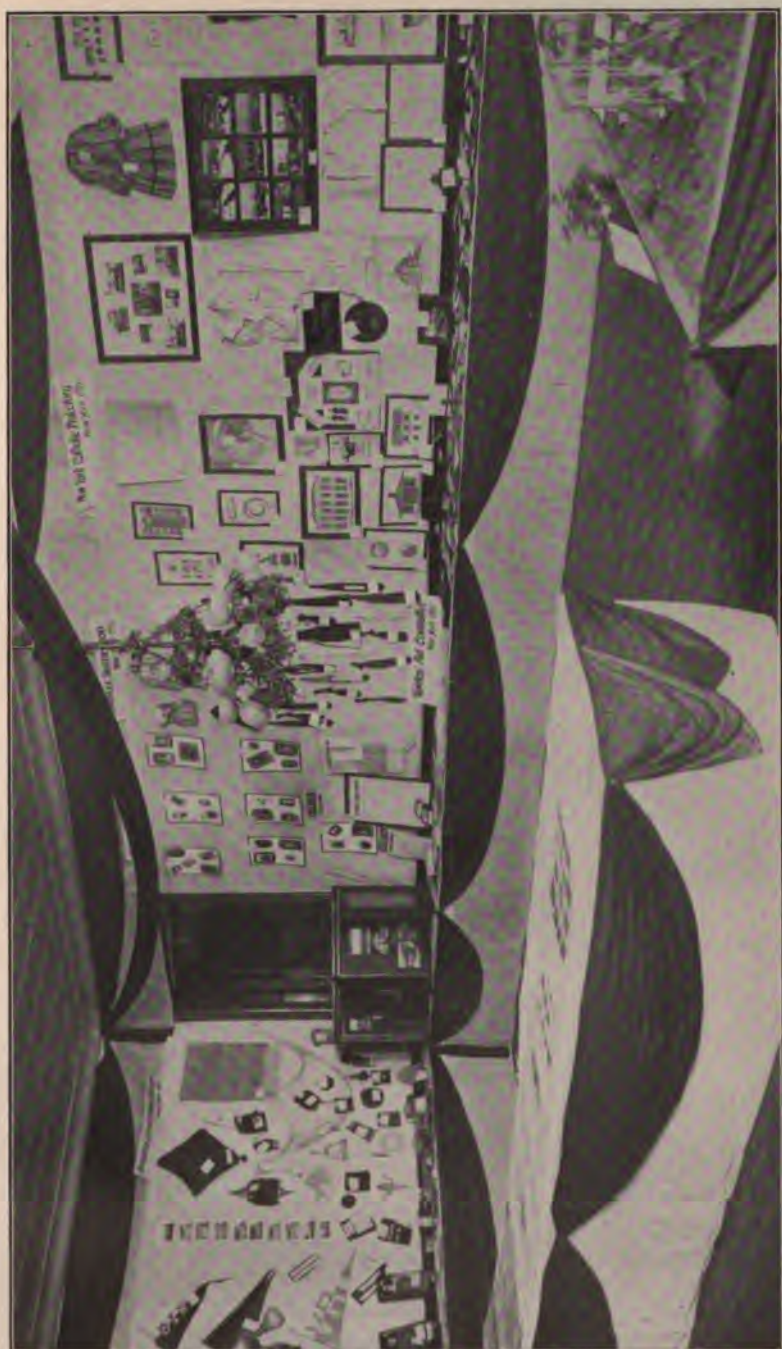




*From the Rochester Photographic Co.*







From the Rochester Photographic Co.





From the Rochester Photographic Co.









The maps and charts produced by the Metropolitan Parks Association illustrated its methods in studying the park needs of New York City and bringing those needs to the attention of the public. Maps 1 and 2 showed the density of population in the assembly districts according to the federal census of 1900 and the state census of 1905, respectively. The increase south of Fourteenth street in this time was 80,327. Map 3 (based upon the block tabulations of the census of 1900, as that for 1905 had not then been received), indicated where the congested sections lack such relief as is given by parks. The sections studied were laid out on the principles (1) that children, especially those under ten, cannot walk much farther than one-fourth of a mile to go to a park, as is confirmed by investigations in connection with schools and libraries; and (2) that business streets, such as the Bowery or Grand street, from natural neighborhood boundaries which are seldom crossed by the children of a neighborhood.

The working principles of the association, briefly stated, are that ultimately the parks should be so distributed throughout the city that one will be within easy walking distance of every citizen, and, that parks should first be placed in the most crowded districts, where the need is greatest and where the city will receive the greatest return in the numbers of people using the parks.

### *Dependent Children.*

The Children's Village of the New York Juvenile Asylum located at Chauncey and Dobbs Ferry, New York — one of the advanced institutions for children which have changed from the congregate to the cottage system — was represented by an exhibit of a cabinet containing enlarged photographs of the twenty-two buildings of the asylum, and of the industrial department, the schools and the very attractive interior of a typical cottage.

The building plans of the Jewish Protectory and Aid Society, designed by the firm of Jacobs & Heidelberg, New York, showed the cottages and administration buildings now in the course of erection at Hawthorne, N. Y., and made a very interesting and creditable display of the efforts of this society to supply for delinquent and dependent boys of the Jewish faith the long-felt need of correctional training in a Jewish institution. A bird's eye view of the site of this institution, which, it is expected, will be opened for occupancy January 1, 1907, presented a stretch of land of 260 acres with all the natural advantages so necessary for the successful conduct of an institution of this kind. Each of



the six cottages will accommodate 30 boys, and a central kitchen and dining hall building, a power house and a superintendent's building, complete the group. A playground 200 feet square, adjoining each cottage, a garden plot for each boy to cultivate as he may wish, an athletic field 300 x 600 feet in extent, together with the farming and gardening for the institution, promise an abundance of wholesome open air work and play; and a well arranged program of school work, manual training and religious instruction give the assurance that the young lives spent in these environments will be afforded every opportunity for the advantages and training that make for good citizenship.

The Hebrew Sheltering Guardian Society of New York exhibited twelve pictures illustrative of a very interesting and novel feature of institution work: social and civic activities. The comments attached to each picture contained the information that there were at the time of the exhibit thirty-eight clubs maintained among the children of the institution. The pictures showed the social and club work graded according to the ages of the children.

There were four main types of clubs represented: "The Fairy Tale" — group with the fairy tale as a center of interest, consisting of boys and girls attending the first and second school years; "The Fable" — group of clubs consisting of children that attend the third and fourth school years; the so-called "Lives of Famous Men and Women" — group consisting of boys and girls attending the fifth and sixth school years; lastly, "Debating and Literary Clubs," dealing particularly with problems of practical ethics and counting among its members boys and girls belonging to the graduating classes of the public school, or attending high school, college and technical institutions. There was also one picture representing a meeting of the council of the Boys' Municipality of the Hebrew Sheltering Guardian Society. It was explained that the Municipality or Republic was a natural outgrowth of the club life encouraged among the children.

Much painstaking skill was evidenced in the samples of work produced by the boys and girls cared for at the New York Catholic Protectory. Stone cutting, mechanical drawing and manual training were important features in the work of the boys, while the work in sewing, reflected much credit on the Sisters of Charity

The exhibit from St. Philip's Home for Industrious boys gave evidence of some of the care and supervision that is offered to boys who are discharged from the Catholic Protectory. The low wages that a boy without a home and fresh from an institution can earn in his first position, inevitably obliges him to resort to cheap lodging and boarding places. St. Philip's Home was established to find occupations in New York City for graduates from the Protectory and to board and lodge them until their wages justify their transfer to private homes. Evening classes conducted at the Home in arithmetic, reading, writing, stenography and typewriting, aid the boys in securing more advanced positions in business, and instruction in music and elocution by competent teachers has been added for the recreation and elevation of the minds of the boys.

#### *The "Placing-Out" of Children.*

The exhibit of the State Charities Aid Association, Children's Department, was shown on sixteen cards of uniform size — 14 x 22 inches. Eight of these cards presented in graphic form the Association's methods of selecting homes of adoption for children, and of supervising the children when placed in these homes. Attached to them was an exact copy (with names and addresses suppressed) of the material for an "approved home," consisting of a blank which had been filled out by persons who had applied for a child to adopt; three blanks which had been sent by references of the applicants; and a report of the "investigation"—that is, a detailed account of the visits of the association's agent to the home of the applicant, of conversations with the references and other persons who were asked for information, and the agent's opinion of the home, formed after consideration of the evidence. The envelope in which this material is filed was shown on one of the cards.

The method of supervision was represented by a copy of the record of the first child placed by the association. On one side of a card, 8 x 11 inches, was the history of the child. On other cards were accounts of the visits by agents, at intervals of six months, until the child passed from care by legal adoption. Supervision was also shown by a school-report card from a teacher, by the form of agreement between the association and a family, and the envelope in which this material is kept. Like the investigation, the exhibit of supervision was an exact transcript, with the exception of names, from the association's records.

What may be called the "results of placing-out" were represented by six cards to which were attached photographs of children. Some of these pictures were given to the association by foster-parents. Others were taken by agents. The latter were especially interesting, because the child was shown in the home, with his pets or toys beside him.

The two remaining cards gave a statistical abstract of this placing-out work from its beginning in 1898. On one were the sources from which the children came into the care of the association; on the other were the number of children placed each year and a statement which accounts at the present time for the entire number of children placed and supervised. These statements show that the association has received, placed and supervised 608 children.

From the Catholic Home Bureau for Dependent Children, which has as its object the placing of destitute or neglected Roman Catholic children in Roman Catholic family homes, there were presented charts, blank forms, and statistics showing that in the eight years of its existence 1,522 children had been placed in foster homes by the bureau, and that of this number but thirteen had since died. Photographs of children so placed, ranging from infants up to sixteen years of age, and young men and women who have passed from the supervision of the bureau and are now successfully started in life, were likewise included in the exhibit. The form of application to be used by the prospective foster-parents, the blank sent to references, the schedule provided for the agent's report on investigating the proffered home, the agent's detailed report regarding the child and its school record secured at the time of the semi-annual investigation required in the system of "after care," a history blank sent to the institution from which a child may be received and requiring full and detailed information as to the history of the parents, relatives, etc., the record card giving a resume of all the information received regarding the child, and the envelope in which everything pertaining to the history of the child is filed — presented a series of records that must prove invaluable in suggestion to any institution working along similar lines.

Perhaps the most complete and elaborate exhibit of the results of industrial training and productive pastimes for those confined to institutions was that of the Randall's Island School for the *Feeble-Minded* of the New York City Department of Public Char-

ities. As shown so clearly in the illustration the scope of the sloyd, needle-work and weaving included hundreds of different articles from substantial chairs and hampers to well-designed and executed rugs, clothing, table-linen, household-ornaments and conveniences.

### *State Institutions.*

Of no less interest were the many articles brought from the Rome State Custodial Asylum, to show the work done in connection with the regular course of manual and industrial training for the feeble-minded inmates of this institution. This training leads to service by the inmates in the various domestic and industrial departments of the asylum — there being no attempt at intellectual training as the asylum is purely custodial in character. The wearing apparel, crocheted and knitted work sent from the regular class work of the inmates, the art needle work and the burnt wood novelties, made a very attractive showing. A label on a piece of crocheted lace showed that it was the handiwork of a man twenty-eight years old, admitted to the institution five years previously, and who pursues this method of pastime in addition to playing a violin in the orchestra and a clarionet in the band, while his regular employment is to assist in the bakeshop. A very pretty table spread, was labelled as the work of an eighteen-year-old girl admitted to the institution a year ago, the work being done at odd times, unassisted, after she had received the first instructions regarding the work. Articles of fancy work made by the girls in their general class work for industrial training, and thread flower cards made by the youngest inmates in regular kindergarten training, were also shown. Each article bore so distinctly the mark of skilled workmanship that on leaving the exhibit of the custodial asylum one was tempted to wonder whether intellectual training for the owners of the busy fingers which had wrought the various articles might not secure results similarly gratifying to those of industrial training.

The exhibit of the Western House of Refuge for Women consisted of articles in drawn work, embroidery, basketry and rug-making, as well as work in the day school, such as maps in clay-modeling, drawing and water coloring. Classed under embroidery were embroidered towels and towels in drawn work; a table centre piece feather stitched in several shades of green silk; a table spread of silver linen in the same shade of floss in solid embroidery; tea

cloths of white linen in drawn work of various designs; smaller pieces in eyelet work, Mount Mellick and solid embroidery. An especially effective and beautiful piece of work was a circular table cover with grape design embroidered in delft blue, combining both solid and eyelet embroidery. The basketry consisted of scrap baskets in elaborate patterns in Navajo stitch, smaller baskets of various shapes and coloring in what is known as the "lazy squaw" and knot stitches, and a splint scrap basket woven by an Indian girl who is an adept in her work. The basket and embroidery class averages twelve in number, meeting each day for two hours under instruction of one of the officers.

The day school pupils contributed maps in clay modeling, the products of various sections of the country being represented by grains, minerals, cotton, etc.; and specimens of penmanship and composition. There were also sketches in water colors, panel pictures, calendars, cards and many dainty designs manifesting a taste and love for those things that tend to refine and elevate both mind and character. The weaving of rag rugs has recently been introduced, by which the inmates can put to good use the pieces left from garments made in the sewing room. Some of the products of this department, also a few fancy rugs in very fine weaving, were also shown.

Photographs sent from the Hudson River State Hospital, sixty-five per centum of the patients of which are at some kind of useful diversion in the line of light work about the hospital, showed the ironing room of the laundry with the patients performing various duties in this line of work; outside industries with the patients at work excavating for conduits, laying cement walks and various stages of road-building; the sewing room of the hospital; the laundry wash room, showing arrangement of machinery washers and extractors, and the method of handling the clothes; patients at work in the brush and broom shop, the mattress making department, and the department for chair and basket making, and upholstering.

The New York State School for the Blind at Batavia, N. Y., sent the following very interesting products of the skill of some of its totally blind charges in the manual training department.

A checker board with alternately raised squares, made by a boy of sixteen, after receiving instructions for three months, in periods of fifty minutes a day, five days each week.

A cross imbedded with shell work after his own design, made by

a boy of seventeen, after devoting fifty minutes per day, three days each week, for three months.

A picture frame by a boy of fourteen, after instruction for four weeks of five periods of fifty minutes each per week.

Partially blind boys, after similarly short courses of instruction, produced fine specimens of cabinet making, and totally blind girls in the girls' industrial department contributed knitted and crocheted shawls, slippers and fascinators and samples of plain, hand and machine sewing, which included a very elaborate corset cover, with lace and insertion.

Raffia napkin rings, reed baskets, a bead broom case and daisy chain, and woven mats were added by the kindergarten class of the same institution, all of the contributing members being also totally blind.

The exhibit of the New York State Prison Schools was intended to illustrate the work that has been accomplished in the prison schools since their organization in September, 1905. The exhibit consisted of specimens of actual school work, showing the progress of the classes and the general scope of the work. This work was arranged in folios having upon the outside the name, grade, previous advantages of education, if any, and the amount of work covered. In connection with these folios were shown other samples of work which marked the progress of individual pupils. It was found upon examination that many of the classes which entered school in September, 1905, as illiterates were now working in the third, fourth and even fifth standards, doing creditable work. There were many striking examples of individual progress shown. The exhibit from the Sing Sing school attracted especial comment for excellence of the work of foreign speaking people. One of the special features of the Auburn exhibit was the work shown by the women's prison school, marked by special neatness and clever arrangement, while the men's school showed more advanced scholarship, indicating a larger number of men possessing a common school education. The artistic designs in water color, worked out upon the covers of the exhibit from Dannemora Prison School, attracted much favorable comment. One of the special features of the Dannemora work was its excellence in English. A striking feature of the exhibit was the display upon large cards of pictures of the schoolrooms, interesting statistics, course of study, list of books, program of classes, in fact, all matters pertaining to organization, equipment and management of the schools.

When asked to describe the exhibit of the New York City Home for the Aged and Infirm at Blackwell's Island, the superintendent replied: "I cannot say much about the articles I sent, because all I sent were two brooms, a scrub brush and a pillow." But even the two brooms, the scrub brush and the pillow added to the value of the exhibition, in giving the assurance that our aged brethren at the City Home are made to feel that there is still need in the world for the products of their labor. That this labor is enjoyed by them was demonstrated in the pride with which they exhibited their handiwork on a recent visit by the writer to the home.

### *Aid for Travelers.*

The exhibit of the Traveler's Aid Committee consisted of stationery giving the names of members of the committee; blank dock and station reports; cards printed in English, French, Italian, German and Scandinavian; expense blanks of agents, and badges worn by agents while on duty at stations or piers, and "follow-up" postal cards (addressed to the committee) given to women continuing a journey. The committee was organized in May 1905; is nonsectarian, and its objects are to protect young girls and to be of assistance to any woman or child who travels alone and for any reason stands in need of help.

### *Social Work of the Henry Street Settlement.*

A series of beautiful illustrations representing a dramatic festival fully described in CHARITIES AND THE COMMONS for June 2, 1906, was presented by the Henry Street Settlement of New York City.

Credit is due and gratefully given to Mrs. Charles H. Israels, Assistant Secretary, for organizing the exhibition and securing the co-operation which made its success possible.

To Dr. Walker and the nurses and mechanics of the Rochester State Hospital are hereby extended the sincere thanks of the conference, for their admirable arrangement of the thirteen hundred individual exhibits which were displayed at Eureka Hall. The excellent attendance at the exhibition and the interest and care with which each exhibit was examined, left no doubt in the minds of those who had fostered this novel plan, that a precedent had been established that will add much to the attractiveness and value of future State conferences.

## TREASURER'S REPORT.

FRANK TUCKER, *Treasurer*, IN ACCOUNT WITH

February 23, 1907.

## NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION

RECEIPTS		
Receipts 1st Conference.....	\$604 68	
Receipts 2nd Conference.....	466 21	
Receipts 3rd Conference.....	934 60	
Receipts 4th Conference.....	1,051 50	
Receipts 5th Conference.....	1,066 40	
Receipts 6th Conference.....	1,637 92	
Receipts 7th Conference.....	2,112 38	
		\$7,873 59
EXPENDITURES		
Disbursements 1st Conference.....	\$589 30	
Disbursements 2nd Conference.....	471 25	
Disbursements 3rd Conference.....	952 94	
Disbursements 4th Conference.....	1,085 71	
Disbursements 5th Conference.....	1,024 09	
Disbursements 6th Conference.....	905 65	
Disbursements 7th Conference.....	1,089 67	
Disbursements 8th Conference.....	17 55	
		6,136 16
Balance.....		<u>\$1,737 43</u>

Receipts		1ST CONFERENCE		Expenditures
Contributions.....	\$604 68	Postage.....		\$2 66
		Printing and stationery.....		142 40
		Stenographic and clerical services.....		275 00
		Printing proceedings.....		19 25
		Miscellaneous.....		150 00
		Badges.....		15 38
		Surplus.....		
	\$604 68			\$604 68

Receipts		2ND CONFERENCE		Expenditures
Contributions.....	\$466 21	Postage.....		\$50 00
Deficit.....	5 04	Printing and stationery.....		204 25
		Stenographic and clerical services.....		200 00
		Printing proceedings.....		17 00
		Miscellaneous.....		
		Badges.....		
	\$471 25			\$471 25

Receipts		3RD CONFERENCE		Expenditures
Contributions.....	\$934 50	Postage.....		\$101 73
Deficit.....	18 44	Printing and stationery.....		215 70
		Stenographic and clerical services.....		113 40
		Printing proceedings.....		329 01
		Miscellaneous.....		5 60
		Badges.....		187 50
	\$952 94			\$952 94



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<i>Receipts</i>		4TH CONFERENCE	<i>Expenditures</i>
Contributions.....	\$1,051 50	Postage.....	\$204 52
Deficit.....	34 21	Printing and stationery.....	288 16
		Stenographic and clerical services.....	141 75
		Printing proceedings.....	300 00
		Miscellaneous.....	51 28
		Badges.....	100 00
	\$1,085 71		\$1,085 71

<i>Receipts</i>		5TH CONFERENCE	<i>Expenditures</i>
Contributions.....	\$1,066 40	Postage.....	\$138 08
		Printing and stationery.....	255 52
		Stenographic and clerical services.....	164 00
		Printing proceedings.....	366 00
		Miscellaneous.....	10 49
		Badges.....	90 00
		Surplus.....	42 31
	\$1,066 40		\$1,066 40

<i>Receipts</i>		6TH CONFERENCE	<i>Expenditures</i>
Contributions.....	\$1,622 54	Postage.....	\$130 00
Interest.....	15 38	Printing and stationery.....	8 25
		Stenographic and clerical services.....	195 50
		Printing proceedings.....	570 00
		Miscellaneous.....	1 90
		Badges.....	732 27
		Surplus.....	732 27
	\$1,637 92		\$1,637 92

<i>Receipts</i>		7TH CONFERENCE	<i>Expenditures</i>
Contributions.....	\$2,096 52	Postage*.....	\$117 97
Interest.....	15 86	Printing and stationery.....	376 23
		Stenographic and clerical services.....	320 79
		Printing proceedings*.....	163 02
		Miscellaneous.....	111 66
		Badges.....	1,022 71
		Industrial exhibit.....	1,022 71
		Surplus.....	1,022 71
	\$2,112 38		\$2,112 38

\*Bill for printing proceedings and postage for mailing same not yet presented.

## COMMITTEES OF THE EIGHTH CONFERENCE.

## COMMITTEE ON CARE OF THE POOR IN THEIR HOMES.

Francis H. McLean, Chairman, 69 Schermerhorn street, Brooklyn, N. Y.  
 Mrs. Helen Ingram, 105 East 22d street, New York City.  
 Hon. Edmond J. Butler, 44 East 23d street, New York City.  
 Thomas A. Kirby, Albion, N. Y.  
 Clarence V. Lodge, Court House, Rochester, N. Y.  
 Edward B. Long, 31 North Broadway, White Plains, N. Y.  
 Hon. Thomas W. Hynes, 1332 Pacific street, Brooklyn.  
 Edward J. Hussey, Albany, N. Y.  
 Miss Lillian D. Wald, 265 Henry street, New York city.  
 J. D. Underhill, 560 Echo place, New York City.  
 Miss E. I. Scott, 105 East 22d street, New York City.  
 Hon. George A. Lewis, 31 Erie County Savings Bank, Buffalo, N. Y.  
 Miss Kate Sherry, Ogdensburg, N. Y.  
 Mrs. Percy L. Lang, Waverly, Tioga County, N. Y.  
 Mrs. Sarah Vance Stewart, 152 Baden street, Rochester, N. Y.  
 William H. Storrs, Commissioner of Charities, Albany, N. Y.

## COMMITTEE ON CARE OF CHILDREN.

Dr. C. F. McKenna, Chairman, 221 Pearl street, New York City.  
 Hon. William Church Osborn, 71 Broadway, New York City.  
 Mrs. Melvin P. Porter, 79 Goodell street, Buffalo, N. Y.  
 Rev. Malick Fitzpatrick, 2 Lafayette place, New York City.  
 Rev. Nelson H. Baker, West Seneca, N. Y.  
 Mrs. Lewis Bigelow, 50 South Union street, Rochester, N. Y.  
 Mrs. F. R. Hazard, Upland Farm, Syracuse, N. Y.  
 Mrs. Nathan Bijur, 160 West 75th street, New York City.  
 Patrick Mallon, 1361 Prospect place, Brooklyn, N. Y.  
 Miss Rose Sommerfeld, 225 East 63rd street, New York City.  
 Dr. Newton M. Shaffer, 28 East 38th street, New York City.  
 Solomon Lowenstein, Amsterdam ave. & 137th street, Hebrew Orphan Asylum  
 Dr. William O. Stillman, 287 State street, Albany, N. Y.  
 Mrs. Tracy Chatfield Becker, 163 Highland avenue, Buffalo, N. Y.  
 Mrs. William P. Spratling, Sonyea, N. Y.

## COMMITTEE ON CARE OF SICK.

Dr. Edward B. Angell, Chairman, 295 Alexander street, Rochester, N. Y.  
 Dr. J. W. Brannan, Bellevue Hospital, New York City.  
 Miss Sophia Palmer, 247 Brunswick street, Rochester, N. Y.  
 Dr. John F. FitzGerald, Kings County Hospital, Brooklyn.  
 Rev. John A. Lane, 408 West 32d street, New York City.  
 Hon. Richard C. Baker, 1336 Lexington avenue, New York City.  
 Dr. J. M. Mosher, 170 Washington avenue, Albany, N. Y.  
 Dr. F. Park Lewis, 454 Franklin street, Buffalo, N. Y.  
 Mrs. Oscar Craig, 33 South Washington street, Rochester, N. Y.  
 Bergen, 101 Willow street, Brooklyn, N. Y.  
 Way, 359 Main street, Elmira, N. Y.  
 68 Franklin street, Ogdensburg, N. Y.  
 Brewster, 139 Joralemon street, Brooklyn, N. Y.  
 144 East 37th street, New York City.  
 son, Schenectady, N. Y.

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### COMMITTEE ON MENTALLY DEFECTIVE.

Dr. William P. Spratling, Chairman, Sonyea, N. Y.  
Dr. Adolph Meyer, 35 Mt. Morris Park West, New York City.  
Hon. Charles McLouth, Palmyra, N. Y.  
Rev. D. J. McMahon, 239 East 21st street, New York City.  
Dr. James F. Munson, Sonyea, N. Y.  
Dr. James C. Carson, Syracuse, N. Y.  
Hon. Dennis McCarthy, 217 South Salina street, Syracuse, N. Y.  
Dr. Charles Bernstein, Rome, N. Y.  
Hon. Edwin K. Burnham, Newark, N. Y.  
Dr. Andrew MacFarlane, Albany, N. Y.  
Dr. William C. Krause, 479 Delaware avenue, Buffalo, N. Y.  
John J. Barry, 1331 Franklin avenue, New York City.  
Miss Mary V. Clark, 105 East 22d street, New York City.  
Mrs. Rose M. Smith, 485 Best street, Buffalo, N. Y.  
Mrs. Jeanette R. Hawkins, Malone, N. Y.  
Rev. Hugh A. Crowley, Sonyea, N. Y.

### COMMITTEE ON VAGRANCY AND HOMELESS.

Dr. O. F. Lewis, Chairman, 105 East 22d street, New York City.  
Hon. Homer Folks, 105 East 22d street, New York City.  
Rev. Dr. Hanna, Rochester, N. Y.  
Dr. Walter Bense, 135 West 87th street, New York City.  
George O. Baker, Clyde, N. Y.  
Wallace Gillpatrick, 129 Chrystie street, New York City.  
George B. Robinson, 415 Broome street, New York City.  
Hon. John J. Brady, Albany, N. Y.  
Mrs. Joseph T. Alling, 400 Oxford street, Rochester, N. Y.  
Hon. Enoch V. Stoddard, 68 South Washington street, Rochester, N. Y.  
Frank B. Cunnion, 407 East 120th street, New York City.  
James Forbs, 105 East 22d street, New York City.  
Mrs. B. Ellen Burke, Malone, N. Y.  
George C. Prince, Buffalo, N. Y.

### COMMITTEE ON STUDY OF THE CRIMINAL.

Dr. Robert B. Lamb, Chairman, Matteawan, N. Y.  
Dr. C. H. North, Dannemora, N. Y.  
Hon. Z. R. Brockway, Elmira, N. Y.  
Miss Catherine B. Davis, Bedford, N. Y.  
Charles K. Baker, Albany, N. Y.  
F. H. Mills, 97 Warren street, New York City.  
Hon. John B. Wickser, Buffalo, N. Y.  
Hon. Samuel J. Barrows, 135 East 15th street, New York City.  
Rev. Algernon S. Crapsey, 68 Ashland street, Rochester, N. Y.  
Addison Johnson, Sing Sing Prison, Ossining, N. Y.  
Dr. George E. Gorham, 214 State street, Albany, N. Y.  
William C. Yorke, 398 First avenue, New York City.  
Hon. George McLaughlin, Albany, N. Y.  
C. H. Warner, 184 Eldridge street, New York City.  
Col. Joseph F. Scott, Superintendent Elmira Reformatory, Elmira, N. Y.  
Prof. Franklin H. Briggs, State School, Rochester, N. Y.

## COMMITTEE ON REPORTS FROM COUNTIES AND CITIES.

Arthur W. Towne, Chairman, 357 South Warren street, Syracuse, N. Y.  
George J. Gillespie, 56 Pine street, New York City.  
Porter R. Lee, 19 Tupper street, Buffalo, N. Y.  
George E. Dunham, 165 Park avenue, Utica, N. Y.  
John F. Connors, Mount Morris, N. Y.  
Dr. E. H. Howard, Rochester, N. Y.  
Dr. A. V. V. Raymond, Union College, Schenectady, N. Y.  
Dr. Robert W. Hill, Albany, N. Y.  
Dr. Richard H. Hutchings, Ogdensburg, N. Y.  
Dr. Hortense V. Bruce, Hudson, N. Y.  
Dr. Isham G. Harris, Poughkeepsie, N. Y.  
Mrs. Edwin C. Stewart, 125 East Buffalo street, Ithaca, N. Y.  
Mrs. Henry Oliver Ely, 62 Front street, Binghamton, N. Y.  
Hon. Henry R. Durfee, Palmyra, N. Y.  
Stanley E. Hunting, Watertown, N. Y.

## COMMITTEE ON STANDARD OF LIVING.

Dr. Lee K. Frankel, Chairman, 356 Second avenue, New York City  
William H. Allen, 105 East 22d street, New York City.  
Dr. Edward T. Devine, 105 East 22d street, New York City.  
John J. Fitzgerald, 111 Fifth avenue, New York City.  
Hon. Homer Folks, 105 East 22d street, New York City.  
Rt. Rev. David H. Greer, 7 Gramercy park, New York City.  
Cyrus L. Sulzberger, 356 Second avenue, New York City.  
Frank Tucker, 105 East 22d street, New York City.  
Rev. Adolph Guttman, 102 Walnut street, Syracuse, N. Y.  
Rt. Rev. Thomas F. Hickey, 70 Frank street, Rochester, N. Y.  
Abram J. Katz, 345 East avenue, Rochester, N. Y.  
William J. White, 98 Richards street, Brooklyn, N. Y.  
William Drescher, Rochester, N. Y.  
William Guggenheim, 500 5th avenue, New York City.

## CONSTITUTION AND BY-LAWS OF THE NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

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### CONSTITUTION.

The objects of the New York State Conference of Charities and Correction are to afford an opportunity for those engaged in charitable and reform work to confer respecting their methods, principles of administration, and results accomplished; to diffuse reliable information respecting charitable and correctional work, and encourage co-operation in humanitarian efforts, with the aim of further improving the system of charity and correction in the State of New York. With this end in view the conference will hold an annual meeting in the State of New York, at the time and place to be agreed upon at the preceding annual session, at which addresses shall be made, papers read, discussions carried on, and general business transacted in accordance with the by-laws of the conference.

The conference shall not, however, formulate any platform nor adopt resolutions or memorials having a like effect.

### BY-LAWS.

#### I.

#### *Membership of the Conference.*

All who have an active interest in the public or the private charitable or correctional work in New York State are invited to enroll themselves as members of the conference. No other tests of membership shall be applied and no membership fee charged, the expenses of the conference being met by voluntary contributions.

#### II.

#### *Officers of the Conference.*

The conference shall have the following officers, to be elected at the preceding annual session, with the duties herein respectively assigned to them:

1. A president, who shall preside over the sessions of the conference, except when the chairman of a Committee on Topics has

charge of the meeting, or some other officer is temporarily called to the chair.

The president shall also be a member of the Executive Committee, and the chairman *ex officio* thereof, and shall continue to be a member of the said committee when his term as president has expired.

He shall have supervision of the work of the other officers and of the various committees in preparing for the sessions of the conference, and shall have authority to accept resignations and to fill vacancies in the Committees on Topics of the conference.

The president, with the assistance of the secretary, shall supervise the editing of the proceedings of the conference.

2. Three vice-presidents, who shall, at the request of the president, assist him in the discharge of his duties, and in case of his inability to serve, shall succeed him in the order in which they are named.

3. A secretary, who shall be *ex officio* secretary of the Executive Committee, and who shall keep the records, conduct the correspondence and distribute the papers and documents of the conference, under the direction of the Executive Committee. He shall assist the president in editing the proceedings of the conference, and direct the work of the assistant secretaries.

4. Three assistant secretaries, who shall assist the secretary of the conference, at his request, and work under his direction.

5. A treasurer, who shall receive all moneys of the conference, and disburse the same upon vouchers duly certified by the secretary, and audited by the chairman of the Executive Committee.

### III.

#### *Committees of the Conference.*

The conference shall have the following committees, with the duties herein respectively assigned to them:

#### *To be elected by the Conference.*

1. An Executive Committee which shall consist of the president and all ex-presidents of the conference *ex officio*, and of five members of the conference to be elected annually at the preceding session of the conference. Three members shall constitute a quorum.

The Executive Committee shall have charge of the business of the conference, during the interim between the sessions of the latter, and shall give attention to any matters referred to it by the conference or these by-laws. The program of the conference as arranged by the Committees on Topics, shall be subject to the approval of the Executive Committee.

2. The Committees on Topics, which shall each consist of not less than eight nor more than sixteen members, to be elected annually at the preceding meeting of the conference.

These committees shall have charge of the preparation of that portion of the program of the conference which is assigned to them respectively, subject to the provisions of these by-laws and to the approval of the Executive Committee, to which they shall severally report as soon as practicable after their appointment.

They shall also have charge of the sessions of the conference respectively assigned to them.

*To be appointed by the President of the Conference as soon as possible after the opening of the session.*

3. A Committee on Resolutions, which shall consist of three members of the conference, two of whom shall constitute a quorum. All resolutions, except as herein otherwise provided, shall be referred to this committee without debate, and the committee shall, before the conference adjourns, present such a report as seems to it desirable.

4. A Committee on Organization, which shall consist of seven members of the conference, four of whom shall constitute a quorum. To this committee shall be referred all questions relating to the organization of the succeeding conference, and the committee shall present a report thereon as soon as practicable, and prior to the adjournment of the conference.

5. A Committee on Time and Place, which shall consist of five members of the conference, three of whom shall constitute a quorum. This committee shall hear and consider any invitations that may be received from the various cities of the State, and shall present a report thereon as soon as practicable, and prior to the adjournment of the conference.

## IV.

*Program of the Conference.*

The order of business at each separate session of the conference shall be as follows:

1. The transaction of general business.
2. Report of the committee on the topic of the session.  
Not to exceed twenty minutes.
3. First paper on the program.  
Not to exceed twenty minutes.
4. Discussion opened by a speaker selected for that purpose.  
Not to exceed ten minutes.
5. General discussion of the subject presented by the paper.  
Not to exceed ten minutes.

Speakers limited to five minutes each and no one to speak twice on the same subject except by vote of the conference.

6. Second paper on the program.  
Not to exceed twenty minutes.
7. Discussion opened by a speaker selected for that purpose.  
Not to exceed ten minutes.

8. General discussion of the subject presented by the paper.

Speakers limited to five minutes each, and no one to speak twice on the same subject except by vote of the conference.

9. Miscellaneous business.

## V.

The by-laws shall continue in force unless amended by the conference, after proposed additions or amendments have been submitted to the Executive Committee.



## LIST OF MEMBERS AND DELEGATES.

SEVENTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

Those who did not attend the Conference are marked \*.

- 
- Aaron, Rabbi, Israel, 748 Auburn avenue, Buffalo. Federated Jewish Charities.
- Acker, Mrs. Milo M., Hornell. Willard State Hospital.
- Adler, Isaac, 1008 Granite Building, Rochester. Board of Education; Jewish Orphan Asylum Association of Western New York; Children's Aid Society.
- Aldridge, Hon. Geo. W., 96 Plymouth avenue, Rochester.
- Aldridge, Miss Lura E., 345 University avenue. State Industrial School.
- Alexander, Miss Frances E., 324 Troup street, Rochester. Teacher, Ontario Orphan Asylum.
- Allen, Ellery G., Macedon. Secretary, State Custodial Asylum for Feeble-Minded Women.
- Allen, Mrs. F. B., 139 Alexander street, Rochester.
- Allen, Dr. M. May, 297 Alexander street, Rochester. Door of Hope.
- Allen, William H., 105 East 22d street, New York City. General Agent, New York Association for Improving the Condition of the Poor.
- Alling, Joseph T., 400 Oxford street, Rochester.
- Alling, Mrs. Joseph T., 400 Oxford street, Rochester. Probation Officer.
- Almy, Frederic, 19 Tupper street, Buffalo. Secretary, Charity Organization Society.
- Altman, Mrs. Julius, 78 West Tupper street, Buffalo. Council of Jewish Women.
- Andrews, Miss Constant A., 606 Madison avenue, New York City.
- Angell, Dr. Edward B., 295 Alexander street, Rochester.
- Angle, Mrs. Chas. E., 295 Lake avenue, Rochester.
- Anstice, Josiah, 265 Culver Road, Rochester.
- Armstrong, Hon. William W., 54 Lorimer street, Rochester. State Senator.
- Armstrong, Mrs. William W., 54 Lorimer street, Rochester. Secretary, Western House of Refuge for Women; Probation Officer.
- Arnold, Mrs. Helen D., 87 South Washington street, Rochester. Secretary and Treasurer, Society for the Organization of Charity.
- Atkinson, H. F., 233 East avenue, Rochester.
- Bacon, Francis M., 20 West 10th street, New York City.
- Badger, R. A., 94 Ambrose street, Rochester.
- Baker, Richard C., 1336 Livingston avenue, New York City. Deputy Commissioner, Department of Public Charities.
- Balken, W. F., 7 Strathallan Park, Rochester.
- Ballantine, Dr. Eveline P., Rochester State Hospital Rochester. Assistant Physician.
- Barbour, Rev. Clarence A., 151 Saratoga avenue, Rochester.
- Barnabas, Rev. Bro., 417 Broome street New York City. Superintendent, St. Philip's Home for Industrious Boys.

- Barrows, Hon. Samuel J., 135 East 15th street, New York City. Corresponding Secretary, Prison Association of New York.
- Barry, Mrs. Charles P., 421 East avenue, Rochester.
- Barry, Mrs. E. N., 1331 Franklin avenue, New York City. Ladies' Auxiliary, St. Vincent de Paul Society.
- Barry, John J., 1331 Franklin avenue, New York City. Mission of the Immaculate Virgin.
- Bates, Miss May, 54 Smith street, Rochester. Teachers' Training Class.
- Bauer, Frederick E., 66 Third avenue, New York City. Superintendent Children's Bureau, Department of Public Charities.
- Baum, Mrs. I. A., 312 East avenue, Rochester. United Charities Social Settlement.
- Becker, Mrs. Tracy C., 163 Highland avenue, Buffalo. President, Buffalo Orphan Asylum.
- Benjamin, A. E., 228 Westminster Road, Rochester. Social Settlement.
- Benjamin, Miss F., 228 Westminster Road, Rochester. Settlement Work.
- Benjamin, Morris H., 228 Westminster Road, Rochester.
- Benjamin, S. M., 228 Westminster Road, Rochester. Rochester Orphan Asylum.
- Bernhardt, Philip, 91 Kelly street, Rochester. Parole Officer.
- Bernstein, Dr. Charles, Rome. Superintendent, Rome State Custodial Asylum.
- Bernstein, Dr. Ludwig B., Broadway and 150th street, New York City. Superintendent, Hebrew Sheltering Guardian Orphan Asylum.
- Bergen, Mrs. Tunis G., 101 Willow street, Brooklyn. State Charities Aid Association.
- Bettelheim, Miss Cyd, 318 East 82d street, New York City. Directress, Emanuel Sisterhood.
- Bigelow, Mrs. Lewis, 50 South Union street, Rochester. Probation Officer.
- Bijur, Nathan, 34 Nassau street, New York City. United Hebrew Charities.
- Bijur, Mrs. Nathan, 160 West 75th street, New York City.
- Bishop, Samuel H., 500 West 122d street, New York City.
- Blair, Miss Mary E., 700 Hancock street, Brooklyn.
- Bolton, Dr. James R., Fishkill-on-Hudson. Riverview Sanitarium.
- Booth, James E., 105 Lake avenue, Rochester.
- Boyle, Miss A. E., 140 East 44th street, New York City. Ladies' Auxiliary, Society of St. Vincent de Paul.
- Boyle, James F., 140 East 44th street, New York City. Superior Council, Society of St. Vincent de Paul.
- Briggs, Prof. Franklin H., Rochester. Superintendent, State Industrial School.
- Briggs, Mrs. Franklin H., Rochester.
- Briggs, Wm. S., 101 Pierpont street, Rochester.
- Bristol, Rev. L. M., East Bloomfield.
- Bristol, Martin F., 93 Ambrose street, Rochester.
- Bristol, Miss Millie J., 93 Ambrose street, Rochester. State Industrial School.
- Brockway, Hon. Z. R., Elmira. Mayor.
- Brooks, E. A., Jr., Grand Hotel, New York City. St. Vincent de Paul Society.

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- Brown, B. W. P., 18 Wall street, New York City.
- Brown, George R., Yonkers. Superintendent, Leake and Watts Orphan Asylum.
- Brown, Mrs. George R., Yonkers.
- Brown, Selden S., Scottsville.
- Bruce, Dr. Hortense V., Hudson. Superintendent. New York State Training School for Girls.
- Buck, Dr. Cathleen, 185 Monroe avenue, Rochester.
- Buell, Mrs. George C., 9 Livingston Park, Rochester.
- Burke, Sister Mary Anne, 2253 Main street, Buffalo. Superintendent, Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes.
- Burns, Miss Ada Ruth, 13 Putnam street, Buffalo. Agent, Charity Organization Society.
- Burrell, Dr. D. R., Canandaigua. Brigham Hall Hospital.
- Burritt, Prof. Olin H., Batavia. Superintendent, New York State School for the Blind.
- Butler, Hon. Edmond J., 67 West 131st street, New York City. Corresponding Secretary, Superior Council, Society of St. Vincent de Paul; Vice-President, Catholic Home Bureau; Commissioner, Tenement House Department.
- Button, Dr. Lucius L., 265 Alexander street, Rochester. Medical Instructor of Schools; Health Physician.
- Butts, J. Dewitt, 371 East ave., Rochester, N. Y.
- Byers, Joseph P., Box 15, Station L, New York City. Superintendent, House of Refuge.
- Cahill, Miss Mary, Randall's Island, New York City. Teacher, School for Feeble-Minded.
- Canfield, Dr. George B., 78 Irving Place, New York City.
- Cannaby, Miss Clara, 36 Glasgow street, Rochester. Teachers' Training Class.
- Carll, Mrs. L. M., 143 Liberty street, New York City. Agent, Trunk Line Association.
- Canet, Mrs. J. R., Massachusetts avenue, Lexington, Mass.
- Carnahan, Geo. A., 26 Gibbs street, Rochester.
- Carson, Dr. James C., Syracuse. Superintendent, State Institution for Feeble-Minded Children.
- Cauley, Charles, 61 Plymouth avenue N., Rochester. Cathedral Conference, Society of St. Vincent de Paul.
- Chaffee Miss Agnes E., 105 Plymouth avenue, Rochester. Domestic Science Teacher, Rochester Industrial School.
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- Clark, Chas. L.
- Clark, Edward Perkins, Rome.
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- Collins, Miss Donna I., Iroquois. The Thomas Indian School.
- Collson, Miss Carelia L., Rochester. State Industrial School.
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- Cunnion, Mrs. Frank P., 407 East 120th street, New York City.
- Curtin, Miss Alice E., Albion. Superintendent, Western House of Refuge for Women.
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- Darlington, Hon. Thomas, New York City. Health Commissioner.
- Davenport, Mrs. Ida, Bath.
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- Elliott, Dr. Robert M., Willard. Superintendent, Willard State Hospital.
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- Elston, H. K., 372 East avenue, Rochester.
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- Finch, Charles E., Rochester. School 9.
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- Grose, Rev. Arthur W., 33 Birr street, Rochester. Universalist Church.
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## 922 SEVENTH NEW YORK STATE CONFERENCE OF CHARITIES.

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- Kimball, Miss Mary O., Fredonia.
- Kirby, Thomas A., Albion. Western House of Refuge for Women.
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- Klein, Mrs. John, Hawthorne.
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## 924 SEVENTH NEW YORK STATE CONFERENCE OF CHARITIES.

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926 SEVENTH NEW YORK STATE CONFERENCE OF CHARITIES.

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